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ABSTRACT

This monitoring report on desegregation in Boston public schools covers a six-month period of school operations and is based upon data collected throughout the fall of 1983. First, the previous report (ED 236 277-278) is reviewed and updated, and the desegregation agenda for 1984 is discussed. Findings are then presented for each of the 12 monitoring areas enumerated in the Orders of Disengagement entered by the Federal District Court Judge in December 1982. These areas are (1) student assignments, (2) staff desegregation, (3) special desegregation measures in specific schools, (4) special education, (5) bilingual education, (6) vocational and occupational education, (7) transportation, (8) facilities, (9) school safety and security, (10) student discipline, (11) institutional pairings (with colleges, universities, and cultural institutions), and (12) parent and student organizations. For each of these areas, the Court mandate is re-stated, the information-gathering process is described, findings are presented for each component objective, and commendations and recommendations are presented. Finally, brief notes are added on the dispute resolution process (which was invoked five times during the monitoring period covered) and the procedure for modification of outstanding desegregation orders (which was not invoked during this period). (GC)

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COMMONWEALTH OF MASSACHUSETTS
BOARD OF EDUCATION

REPORT NO. 2

TO THE UNITED STATES DISTRICT COURT, DISTRICT OF MASSACHUSETTS

ON

BOSTON SCHOOL DESEGREGATION

VOLUME I

FEBRUARY 1, 1984

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C O M M O N W E A L T H O F M A S S A C H U S E T T S

BOARD OF EDUCATION

REPORT NO. 2

To The United States District Court
District of Massachusetts

ON

Boston School Desegregation
VOLUME I

February 1, 1984

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OVERVIEW

(2nd Monitoring Report)

INTRODUCTION

This is the Second Monitoring Report on Boston Public School Desegregation, filed by the Massachusetts Board and Commissioner of Education under the Orders of Disengagement entered by Federal District Court Judge W. Arthur Garrity, Jr. on December 23, 1982. The Report covers a six-month period of school operations and is based upon data collected by Massachusetts Department of Education monitors throughout the fall of 1983. As such, it represents the completion of the first one-year cycle of monitoring Boston School Department operations under the Orders of Disengagement.

Our monitoring efforts have benefitted greatly from the comments we received on our First Monitoring Report (July 15, 1983), both those presented formally by the Court and the Boston School Department and those communicated to State Board members and State Department of Education staff by other parties and interested citizens. The experience gained from our initial monitoring effort has also given us a keener insight into the range of issues affecting the desegregation orders, including areas such as transportation services and parent organizations that are not traditionally subject to state oversight.

The present Monitoring Report reflects this growth in our ability to monitor. It is more comprehensive than Report #1, with greater detail. It also delves more systematically into several areas of Boston School

Department operations, a product of our sharper monitoring focus rather than an indication that there has been any loss of ground in the desegregation effort. We continue to receive great cooperation from Boston School Department officials, especially Superintendent Spillane, and believe this cooperation is reflected in the specificity of our analyses.

SECOND MONITORING REPORT

As with Report #1, Volume I of the present report is an "executive summary" of findings in each of the twelve monitoring areas enumerated in the Orders of Disengagement. In addition to describing the objectives, procedures, findings and recommendations in each area, we have also highlighted responses to findings contained in Report #1 with a ■ to provide the reader with a clearer sense of continuity in the State's monitoring and the Boston School Department's remedial efforts. This executive summary will again be given wide distribution after it is filed with the Court.

Volume II contains all supporting documentation for the findings in each of the twelve areas, including materials provided to State monitors by the Boston School Department. Page references to these materials are given in the margins of Volume I. Budgetary considerations again require a more limited dissemination of Volume II, although copies are available for inspection by any member of the public.

The following chart summarizes the status of the major findings from Report #1:

Report #1 (July 1983)	Report #2 (February 1984)
1) Assignment process carried out as mandated but 15 of 124 schools will most likely not be in compliance with racial enrollments.	1) 35 schools have significant problems with enrollment compliance. Twenty have definite potential for improvement.
2) Applications to vocational programs indicate a need for vigorous recruitment to meet enrollment goals by race/ ethnicity and sex.	2) Enrollment goals are still not being met - recruitment efforts remain inadequate.
3) Career education requirements have not been complied with in many middle and high schools.	3) Results in this area are mixed. A city-wide career education plan is nearly completed, and many middle schools have improved offerings. However, many compliance issues remain at individual schools.
4) Support for limited English proficient students in vocational programs is inadequate.	4) Support for limited English proficient students remains inadequate in many vocational and occupational education programs.
5) Support for limited English proficient students in special needs programs is inadequate.	5) Improvement has been noted in the appropriate placement of students in bilingual special needs programs serving their language category.
6) English High requires priority attention to improve enrollment and safety problems.	6) Atlhough English High has taken steps to improve safety and school climate, this school remains out of compliance for Black and White enrollments and requires continued attention.
7) Additional support for Burke and Dorchester High holds promise for improving desegregation compliance.	7) Special Desegregation measures are being implemented at both schools, although delays in facilities improvements have occurred at Burke High School. Preliminary indications suggest improved compliance with Court orders at both schools.

8) Boston Latin School has difficulties retaining Black and Hispanic students, as well as a disproportionate suspension rate for Black students.	8) This attrition problem has been verified at both Boston Latin School and Boston Latin Academy. Inadequate preparation of Boston Public School students and erratic support services contribute to this problem. Boston Latin School continues to suspend Black students at 2 1/2 times the expected rate.
9) Charlestown High School employs suspensions far more frequently than do other Boston schools.	9) On-site monitoring suggests that Charlestown has begun to address this problem, although delays in the compilation of statistics inhibit confirmation until the next Monitoring Report.
10) While staff desegregation requirements have been met generally, staff reductions have limited the progress in hiring other minority staff apart from bilingual programs.	10) The percentage of other minority teachers continues to slowly increase; the concentration of these teachers in bilingual programs has been reduced. Other minorities continue to be underrepresented among headmasters and principals.
11) Sufficient numbers of qualified staff were not available for some special education and bilingual education programs.	11) Significant progress has been made to obtain and assign appropriately certified special education staff. Continued difficulties remain in securing certified bilingual/special needs educators. Significant difficulties remain in securing certified bilingual instructors in specific linguistic categories (Cambodian, Haitian, Laotian).
12) Persistence of crime and security problems in a limited number of schools creates both specific recruitment difficulties and a general perception of unsafe conditions.	12) Certain schools continue to have problems in assuring the safety of students and staff. Effective programs are sorely needed to address the needs of violent and disruptive students, and to end their disruption of the educational process.

In addition some of the more significant new findings contained in this report are:

° The level of participation in School Parent Councils (SPCs) is growing, as is cooperation between the Boston School Department administration and the Citywide Parents Council (CPC).

° As a result of delays in implementation of the court-ordered screening and rating process for administrative positions, 343 of a total of 710 administrators currently serve on an "acting" basis. Minorities are over-represented among those principals and headmasters in acting positions.

° The mainstreaming of Transitional Bilingual Education students is often blocked by the lack of adequate staff and materials, and by overcrowding in many regular classrooms.

° Transitional Bilingual Education programs are growing more successful in keeping students in school through high school graduation. Significant numbers of these students are advancing to higher education.

° Alternative education programs developed at the King Middle School and English High School promise to serve the needs of disruptive and non-achieving students better, and to reduce discipline and safety problems in those schools.

° The Boston School Committee still has not approved a comprehensive secondary school facilities plan.

° Many schools designated for special desegregation measures by the Court remain in noncompliance with assignment goals, due to a lack of central office coordination and school-level initiatives.

° Institutional pairings are being reconsidered and reshaped, in order to focus available talents and energies. Particular emphasis has been given to providing a more comprehensive range of business pairings.

THE DESEGREGATION AGENDA FOR 1984

The Board and Commissioner have been given an open-ended charge to monitor desegregation in the Boston Public Schools, to mediate the resolution of disputes concerning outstanding Court orders, and to coordinate discussions regarding the modification of desegregation orders. At the same time Section IX(B) of the Orders of Disengagement gives any party the right to petition for further judicial withdrawal after January 1, 1985. Thus, we have reached a halfway mark in this phase of our efforts. In anticipation of requests for further disengagement next year, we believe it is proper at this time to identify desegregation-related issues of greatest concern to the State Board of Education. Efforts to address these issues in the next twelve months will provide a basis on which to evaluate proposals for further procedural modifications. These issues are listed below in no particular order of priority:

(1) Impediments to program access for limited English proficient students must be eliminated throughout the system. Similarly, a higher level of support both prior to entrance and after enrollment in the examination schools must be provided to minority students.

(2) The number of administrators serving in an acting capacity must be drastically reduced at both the school and district/central office level. The Boston School Department, after consultation with the Unions and the CPC, should implement a schedule for making permanent appointments to those positions currently filled by acting appointees.

(3) Racial/ethnic guidelines have yet to be met in several schools, as well as most citywide vocational education programs. In many instances, enrollments should be improved through vigorous recruitment and program development efforts.

(4) The Unified Plan for Vocational and Occupational Education should be subject to extensive review. Where appropriate, modifications should be proposed in order to strengthen equal opportunity in vocational training for all students.

(5) While declining enrollment continues to work its way through the grade structure to the middle school and high school levels, the Boston School Department has yet to seriously address the need for a secondary school facilities plan grounded in long-term desegregation considerations. This effort must be undertaken immediately, in conjunction with city and state officials.

(6) Safety and security continue to be major concerns for students, parents and school staff. A comprehensive program to improve safety and security throughout the system must be implemented.

These issues, plus others cited in the present report, will continue to be the subject of State monitoring efforts. In addition, the Board and Commissioner have identified issues to be monitored in the next two six-month periods that have not received our attention in the past. Thus it is also our intention to address the following areas in future reports:

1. Assignment procedures, especially the dissemination and return of assignment materials.

2. The operation of Boston's student transfer policies.

3. Types of programs and numbers of students involved in institutional pairings.

4. The degree to which the Boston School Department responds to findings in the monitoring reports through the use of Chapter 636 and other grant funds.

5. Systemwide organizational efforts surrounding the opening of school in September 1984.

ACKNOWLEDGMENTS

The Board and Commissioner wish to thank the Boston School Committee, Superintendent Spillane, and other Boston School Department officials for the cooperation and courtesy that has been extended to monitors who have required access to data, schools, and specific programs. The expansion of our efforts has required a commensurate rise in the level of interaction with Boston School Department staff. If anything, this has resulted in an even smoother working relationship than during the first phase of monitoring.

We would be remiss if we did not also acknowledge the crucial efforts of two other bodies. Within the Boston School Department, the Department of Implementation continues to observe and coordinate all aspects of the desegregation effort, identifying problems and correcting them in the process before they rise to the level of findings in a monitoring report. The Citywide Parents Council has also demonstrated renewed strength in its work at the individual school level, where the benefits of desegregation are most directly felt. The public attention that inevitably falls upon the reports of court-appointed monitors should not obscure the essential work of these complementary and equally essential bodies, nor their contributions to the continuing progress of desegregation in Boston.

Donald R. Walker
Chairperson, Massachusetts
Board of Education

John H. Lawson
Commissioner, Massachusetts Department
of Education

MONITORING

Assignments

MANDATE

Student assignments and transfers shall continue to be made according to the standards contained in the following orders: Student Desegregations Plan, May 10, 1975, pages 71-79; Memoranda and Orders Modifying Desegregation Plan, May 3, 1976, pages 16-19; May 6, 1977, pages 22-27; August 12, 1977; March 21, 1978; March 30, 1978; April 16, 1979; and March 24, 1982.

OBJECTIVE

To determine to what extent have the Court-ordered student desegregation objectives been met.

PROCESS

The Director of Equal Educational Opportunity is responsible for monitoring student assignments. After discussion with Mr. Coakley, the November 3, 1983 enrollment printout was selected as the basis for analysis of the enrollment impact of assignments made last Spring. Enrollment of Occupational Resource Center programs is as of October 24, 1983.

1. Compliance with Desegregation Requirements

QUESTIONS: How many schools are within the permitted ranges for Black and White enrollment, and how does this compare with previous years since the Court-ordered desegregation plan was implemented in 1975? Do certain schools have persistent circumstances that contribute to this outcome? What are the prospects for desegregation of schools which are out of compliance in November 1983? (The assignment of other minorities is discussed below: see Question #7.)

■ FINDINGS

Seventeen schools have had persistent problems since 1975 enrolling enough White students to reach the permitted range; ten of them have never reached it. Middle schools have the greatest problem, perhaps because of the transfer of large numbers of White seventh and eighth graders to the examination schools. (II-15)

This year there are nine schools out of complaince with the permitted ranges for both Black and White students, twenty out of compliance only with the Black range, and thirty out of compliance only with the White range; in a number of instances, however, the "non-compliance" is only apparent, and it would be accurate to say that altogether thirty-five schools have real desegregation problems. Of this number, fifteen were judged unlikely to come into compliance, even with vigorous recruitment and other non-mandatory measures. Twenty have definite potential for improving their desegregation compliance. (17-26)

2. Extended Day Kindergarten Programs

QUESTIONS: Establishment of new extended day programs was approved last Spring despite concern that some would not be desegregated; subsequently assignments to extended day programs were approved despite non-compliance with the permitted ranges in a number of cases, on the basis of commitments to recruit additional kindergarten students and to restrict assignment of applicants from over-represented groups until successful recruitment of underrepresented students. What have been the results of recruitment and assignments since May 1983? Have the commitments been kept, and what contribution do these programs make to the desegregation of the schools where they are housed?

■ FINDINGS

Of forty-two programs, seven have compliance problems which will require effective recruitment and careful attention to assignment limitations. A number of the extended day kindergartens make a substantial contribution to the desegregation of the schools which house them, and selective expansion of the program is encouraged. (29-32)

3. Magnet Elementary Schools

QUESTIONS: Concerns were expressed, in the last Report, about potential enrollment instability in some of the ten magnet elementary schools. Are the actual enrollments in compliance, and what problems need attention?

■ FINDINGS

Three of the ten schools have compliance problems because of large bilingual programs (and thus large other minority enrollments); while this is allowed by the Court, there should be a long-term enrollment strategy for the Hennigan and the Jackson Mann schools. (40-43)

Taken as a group, the magnet elementary schools are highly equitable in their service of Black, White, and other minority students, and they are in no sense "elitist" schools. (45)

White enrollment has declined more rapidly among magnet elementary schools than among elementary schools in Boston in general, and the implications of this for desegregation and for educational opportunities should be examined carefully. (46-47)

4. High Schools

QUESTIONS: What is the status of desegregation of Boston's high schools, and how much evidence is there of efforts to bring them in compliance?

■ FINDINGS

All district high schools are in compliance with the permitted ranges for Black enrollment; Brighton, Jamaica Plain, Burke, and South Boston are below the permitted range for White enrollment. The situation should be corrected immediately. The Jeremiah E. Burke is making progress toward compliance. Jamaica Plain has failed to reach the minimum requirement for nine straight years, and no corrective efforts seem to be under way. (51-57)

Of the citywide high schools, English is out of compliance for both Black and White enrollment and is experiencing serious problems with security. This school needs priority attention, for desegregation as well as educational reasons. (55-56)

5. Occupational Resource Center/Vocational Programs

QUESTIONS: Assignments to citywide vocational programs at the Occupational Resource Center and in five district high schools were approved last Spring on the basis of representations from Boston that recruitment would be undertaken to bring about greater compliance. Ample unused program capacity held out the promise that disproportionate enrollments by race and sex could

be corrected. To what extent are these programs now in compliance with enrollment goals? Which programs have especially disproportionate enrollments?

■ FINDINGS

Of 34 Occupational Resource Center programs for which enrollments were reported, eleven were within the permitted range for White enrollment, ten for Black enrollment and four for other minority enrollment. Only six of the 34 met the goal of enrolling between 35% and 65% female students. The disproportions follow traditional patterns. Eight years after the vocational education desegregation order, progress remains inadequate. (64-67)

There are five citywide magnet vocational programs located in district high schools. Assignment guidelines for Black students have been met in four programs; guidelines for Whites have been met in two programs; guidelines for other minorities have not been met in any programs. Progress in desegregating the traditionally White programs has been substantial, but is incomplete. (67)

Non-compliance of Occupational Resource Center and other citywide vocational programs with the permitted racial ranges and with the goal of proportional enrollment by sex cannot be attributed primarily to the assignment process, since each of these programs can enroll students only voluntarily. The basic issue is the effectiveness of career education and guidance efforts at encouraging applications from all groups to all types of programs, on the basis of which appropriate assignments can be made. (69-70)

6. Distribution of Other Minority Students

QUESTIONS: The last report looked at the distribution of other minority students not enrolled in bilingual programs, and raised potential equity concerns. This analysis has been updated. Where do these students go to school, and where do they seem over or underrepresented?

■ FINDINGS

If students in bilingual programs are excluded, 57% of the Asian students but only 8% of the Hispanic students at the secondary level are in the examination schools. (73)

There has been an encouraging increase in the number of students graduating from high school bilingual programs and receiving scholarship awards for higher education, but here again Hispanic students benefit less than Asian students. (74-75)

7. White Enrollment Trends

QUESTIONS: White public school enrollment has declined in Boston, as in other cities and indeed statewide. What is the extent of this decline in the last five years, and are certain schools more affected than others? Is there evidence that some schools are less able than others to persuade assigned White students to attend, or that this problem is more prevalent in some sections of the city? To what extent are non-public schools in Boston desegregated, and what proportion of all White students attending either private or public school in Boston attend desegregated schools?

FINDINGS

The majority (64%) of White public school students in Boston attend schools which are between 10% and 40% White, and only 9% attend schools which are more than 70% White; this is a sharp contrast with the distribution in 1971 prior to desegregation when 60% were in schools which were more than 90% White and 84% in schools which were more than 70% White. (83-84)

White public school enrollment declined by 35% between 1978 and 1983, or 7% a year, during a period when White enrollment in Worcester public schools was declining by 5.5% a year, and statewide White enrollment by 5% a year. The Boston decline is not markedly more rapid. (79-89)

Certain sections of the city have been experiencing rapid racial change. Most striking has been the decrease in White enrollment and increase in Black enrollment in the Hyde Park/Mattapan area. In Allston/Brighton and the downtown area White enrollment has dropped and Asian enrollment increased sharply. In Mission Hill, along Dudley Street, and in the South End Black enrollment decreased and Hispanic enrollment increased sharply. In Jamaica Plain Hispanic enrollment increased while White enrollment decreased. (80-83)

Twenty-five public schools in Boston lost White enrollment at a substantially higher rate than the citywide average; this includes eight magnet schools, nine schools located in predominantly White areas, and eight schools located in predominantly minority or racially transitional areas. District V (Dorchester) was especially affected. (90-92)

Fifteen public schools in Boston actually gained or remained level in White enrollment over these five years, including several located in predominantly minority areas. The Higginson deserves special mention, as does the Winthrop. (92-94)

The practice of enrolling White students in public school kindergartens, then removing them to non-public schools for first grade affects all parts of the city, but especially West Roxbury, Brighton, Hyde Park and Dorchester, where the number of White students in first grade is less than half the number in kindergarten. The drop is much smaller in South Boston and Jamaica Plain. (94-96)

Slightly more than half of the White students attending schools in Boston attend non-public schools, thirty-seven of which reported 1982 enrollment more than 90% White; as a result, 45% of the White students attending any school in Boston, public or private, attend schools over 90% White. In other words, while the Boston Public Schools are substantially desegregated this affects only about half of the White students in the city. (85-89)

A few non-public schools report enrollments entirely or almost entirely minority, while seven non-public schools are thoroughly desegregated by the standards applied to public schools. More than three thousand minority students are educated in non-public schools in Boston. (86-87)

OTHER REPORT I FINDINGS

In the July 1983 Monitoring Report several assignment issues were raised in the findings, follow-up to which can be found in other sections of this report:

Issue	Report Section or Disposition
1. High school compliance with Lau Plan minimal enrollment	1. Bilingual Education
2. Over-representation of Black students and underrepresentation of other minority students in substantially separate special needs programs	2. Special Education
3. Ninth grade high school preferences and assignments	3. Application process to be monitored in spring 1984
4. Madison Park and English High	4. Safety and Security Student Discipline
5. Retention rates of Black and Hispanic students at the Exam Schools	5. Special Desegregation Measures

RECOMMENDATIONS

1. A strategy should be developed to improve desegregation compliance of twenty schools which show promise of coming into compliance without mandatory reassignments; such a strategy should include program development, communication with parents, and measures to create a safe and positive learning environment in each school. (23-26)

2. Extended Day Kindergarten programs make a contribution to desegregation in a number of cases; establishment of additional programs and expansion of (29-33)

existing ones should be considered, subject to careful review of equity considerations. In a few cases closer adherence to admission requirements and recruitment of under-represented students are necessary.

3. The implications of rapid enrollment decline in magnet schools should be reviewed. (46-48)

4. The reasons for non-compliance with the permitted range for White enrollment at Brighton and South Boston high schools should be identified and remedial actions taken. A plan should be developed to move Jamaica Plain and English High Schools toward compliance, with special attention to security improvements. (54-55)

5. The non-compliance of most citywide vocational programs with the permitted racial ranges and with the goals for enrollment of male and female students requires coordinated efforts to increase the number of applicants from under-represented groups, with special reliance upon career education, guidance, and communication about what each program offers. (69-70)

Staff

MANDATE

The desegregation of faculty and administrative staff shall be implemented according to the standards contained in the orders of July 31, 1974; January 28, 1975; the amended Order of August 30, 1975; the Order of February 24, 1976, the Special Order of July 7, 1977; the Further Order of July 5, 1978; the Modification of January 27, 1981; the Conditional Order of June 2, 1981; and the Bench Order of July 9, 1981.

PROCESS

The following documents from the School Department were analyzed: Report on Faculty Recruiting and Hiring, October 15, 1983; Memorandum on Category I Administrators of November 2, 1983; and a subsequent computer print-out of all acting appointments; the "appointments" section of minutes of the Boston School Committee; a computer print-out of all teaching assignments and credentials in the School Department (as of October, 1983); and miscellaneous other documents. Monitors interviewed the Deputy Superintendent and the Director and staff of the Office of Personnel and Labor Relations, and met with the staff and members of the City-wide Parent Council (CPC).

OBJECTIVE

1. To determine whether the 20% Black requirement for teaching and administrative positions continues to be met.

QUESTION: It was reported to the Court in July, 1983, that as of March, 1983, the 20% Black requirement was being met for teaching positions and both categories of administrative positions.

Is this requirement still being met?

■ FINDINGS

In March, 1983, the percentage of Black teachers in Boston was 20.46; by October, 1983, that percentage had fallen slightly to 20.30. Since the total number of teachers in Boston is declining (from 4,096 to 4,085 in this reporting

period), and since the turnover is relatively slight (137 people left the teaching force; 126 were newly hired into it), this decline is not remarkable; Boston is working within very narrow limits, and three or four people can affect the percentages. But since Boston is skating very close to the edge of the 20% figure, any decline is cause for concern.

It should be noted that Boston is still rehiring teachers previously laid off and on the recall roster. Once that roster is exhausted, the Court's requirements that Boston make its best efforts to raise the number of Black teachers to 25% comes into effect again. This requirement will be monitored during the next reporting period.

Of the 55 Black teachers who left the teaching force between March and October 1983, 25 were promoted to administrative positions. As a result, the percentage of minority administrators in Category I (headmasters and principals) has increased slightly. The percentage of minority headmasters and principals in acting positions, however, is still almost four times greater than that of non-minority. (106) (120)

PRINCIPALS AND HEADMASTERS

	ACTING	PERMANENT	TOTAL
White	4 (5%)	87 (95%)	92 (100%)
Minority	6 (19%)	25 (81%)	31 (100%)
TOTAL	11 (9%)	112 (91%)	123 (100%)

Source: Boston Public Schools 11/2/83

Since reports on Category II administrators were not required by the Court until January of each year, the analysis of data on all administrators other than headmasters and principals is not included in this report but will be included in the July, 1984, Monitoring Report.

QUESTION: Are acting administrative appointments being used to circumvent this requirement?

FINDINGS

It is already clear that the desegregation of the administrative staff in both categories cannot be considered separately from Boston's use of acting rather than permanent appointments. Leaving aside entirely the question of intentionality, the use of acting appointments is having the effect of barring parents (and others) from participating in the selection of administrators, and is probably decreasing the chances of minority candidates to be hired or promoted. There are presently 343 administrators in Boston serving in an acting capacity, out of a total of 710. Furthermore, since the number of new acting appointments had been and continues to be in excess of the number of new permanent appointments, the "backlog" of acting appointments has increased each year. (138)

OBJECTIVE

2. To determine whether the required procedure for administrative ratings has been followed in all cases.

QUESTION: How many ratings have been conducted during this monitoring period?

■ FINDINGS

The number of permanent appointments remains small because Boston has been unable or unwilling to use the promotional rating process ordered by the Court for all permanent administrative appointments. During this reporting period, only <u>seven</u> promotional ratings have been scheduled, and only two completed. (122)

QUESTION: How full and effective has parent participation in this procedure been?

FINDINGS

Not only have few promotional ratings been scheduled, but there have been problems with parent participation, with the definition of those jobs that are exempt from the process, and with acting appointments made after and independently of a promotional rating. Parents have reported and documented: (a) inconvenient scheduling, (b) short notice, and (c) insufficient preparation for interviewing. In one instance, members of the promotional rating team were given assigned questions by the Chairman just before the interview. In another, a parent received a mailgram on a Saturday requesting her presence at an interview the following Thursday. In at least two other cases, recommendations of rating teams have been apparently ignored and acting appointments made, leaving team members frustrated over wasted time and effort. (123-137)

QUESTION: What positions are exempt from the rating procedure?

FINDINGS

At the monitor's request, Boston has clarified its understanding of the positions exempted by the Court from the promotional rating process, and this clarification has been found acceptable. (121) (143)

There have been attempts by the School Department to streamline the promotional rating system in order to deal with the backlog of acting promotions. Nothing has come of these attempts to date although they still continue. (121)

OBJECTIVE

3. To assess the affirmative action efforts of the School Department to reach the goal of 25% Black teachers and administrators.

■ STATUS

It was reported to the Court in July, 1983, that the School Department had made no effort to meet this requirement because it was still filling vacancies from the recall list, as specifically allowed by the Court. This situation still holds.

OBJECTIVE

4. To assess the best efforts of the School Department to increase the percentage of other minority teachers and administrators system-wide.

QUESTION: It was reported to the Court in July, 1983, that there was a slight increase in the overall percentage of other minorities.

Have these percentages increased in this monitoring period?

■ FINDINGS

In March, 1983, the percentage of other minority teachers was 8.25, an increase of one percent from the previous year. In October, 1983, the percentage increased slightly again to 8.54. This percentage represents an increase in the actual number of other minority teachers of eleven (from 338 to 349). (112)

QUESTION: If there has been an increase, how is it spread among various programs and categories of positions?

■ FINDINGS

Other minority teachers are now somewhat less concentrated than previously in bilingual programs; the percentages in regular, vocational, and special education programs increased slightly (less than 15%) while the percentage in bilingual programs decreased slightly (less than 3%). The percentage of other minority headmasters and principals, however, remains very low (2.44). (112)

QUESTION: What affirmative action and recruitment activities have taken place?

■ STATUS

Affirmative action and recruitment activities will be monitored during the next reporting period.

OBJECTIVE

5. To determine whether the School Department is in compliance with state certification laws and regulations, particularly with reference to minority teachers whose certifications were waived by the Court.

   This objective was not previously monitored

FINDINGS

The monitor's analysis of the certification data supplied by Boston shows that 95.9% of all Boston teachers are appropriately certified for the function to which they are officially assigned. Of the remaining teachers, 2.9% (or 122) are or will be covered by waivers granted by the Department, .2% (or 7) are exempted by the Court, and 1.0% (42) are currently under certification review by Boston's Personnel Office and will be reported on in the next monitoring report.

RECOMMENDATIONS

1. The decrease in the percent of black teachers, even though it remains within the limits set by the Court, and even though Boston is still recalling teachers, should be reversed as soon as possible by aggressive recruiting and the implementation of the recently adopted affirmative action plan.

2. The percentage of other minority teachers and administrators should be increased through the same means.

3. The number of "acting" administrative appointments must be drastically reduced in a manner consistent with the promotional rating process

In order to meet this recommendation, either the promotional rating process will have to be modified, with the approval of the Court; or a major high priority administrative effort must be undertaken by the School Department; or both. Any proposed modification to the process must guarantee the participation of parents and teachers, ensure racially balanced screening committees, and be less unwieldy. (See Finding #2 above.) At the very least and as evidence of good faith, the School Department should establish immediately a schedule of ratings for all positions currently filled on an acting basis.

Special Desegregation Measures

MANDATE

Special desegregation measures at specific schools shall be implemented according to the orders of May 3, 1976, pages 20 to 25; May 6, 1977, pages 25 and 43-44; March 21, 1978, page 6; and the Bench Order of April 20, 1982 regarding the Hispanic Bilingual Program, Charlestown High School.

OBJECTIVES

- To determine whether all measures required by the Court continue to be carried out.
- To determine the effectiveness of all continuing special desegregation measures.
- To determine compliance with all terms of voluntary measures with respect to special desegregation which have not been formalized as court orders, and with all terms of special desegregation measures arrived at pursuant to the process of dispute resolution.

PROCESS

The Director of Equal Educational Opportunity is responsible for monitoring special desegregation measures. November 3, 1983 enrollments were used to assess the extent of compliance with enrollment requirements. Twelve of the thirteen special desegreation schools were monitored on-site. Additional data sources included the schools' 1982-83 Annual Reports and Updates on Burke and Dorchester High Schools submitted to the Boston School Committee.

1. Special Desegregation Schools

QUESTIONS: What has been the effect on enrollment patterns of the designation of certain schools for "special desegregation measures"? Have these schools been assisted in developing distinctive and attractive program emphases? In recruiting students actively from their assigned geocodes? In increasing their white enrollment? To what extent does each operate under a conscious strategy to become a stably desegregated school?

■ FINDINGS

- o Three of the eight schools - Dorchester High, Joseph Lee, and Pauline Agassiz Shaw - are in compliance with the permitted ranges for Black and White enrollment, while Burke High is moving toward compliance. New program development and staffing at the two high schools, a diversity of program offerings at the Lee, and a solid basic education program combined with outreach to parents at the Shaw have contributed to these positive results. (156-182)

- o The other four schools - Ellis, Emerson, Robert Gould Shaw Middle, and Thompson Middle - are not making progress toward compliance. Security and staff turnover problems at the Thompson and the Ellis and the lack of a clear mandate to make program development and recruitment a priority have contributed to this lack of progress. (156-182)

- o The Burke and Dorchester have received special - though sometimes lagging - priority from the central administration over the past year. In the other six cases the principals reported no special attention or support. There appears to be no process of consultation with school-level staff to develop desegregation strategies for each school. (156-182)

2. <u>The Tobin K-8 School</u>

QUESTIONS: What has been the impact of the K-8 structure permitted by the Court since September 1982 upon the enrollment - and thus the extent of compliance - of this school? How does Fall 1983 enrollment compare with Spring 1983 assignments? Is there evidence of a negative impact upon the District I middle schools?

■ FINDINGS

- o The K-8 structure appears to be moving the Tobin toward compliance. Grades 6 - 8 have attracted an enrollment which is within the permitted range, as have the first and second grade. It may be that the grade structure (with its promise of continuity) and the program elements which have been developed for the Tobin are encouraging more White enrollment. There is no evidence that the Tobin creates compliance problems for the other district middle schools. (183-189)

- o The Tobin attracts far more minority applicants for grades 6-8 than can be accommodated, and consideration should be given to limiting such applications to the assigned geocodes for the school. The placement of Spanish bilingual clusters in District I should be reviewed. (187-189)

3. Burke and Dorchester High Schools

QUESTIONS: Enrollment patterns that were seriously out of compliance caused the Court to consider requiring Boston to submit special plans for the improvement of both schools. Boston complied voluntarily, submitting five-part plans for each school. Are curriculum revisions and staffing patterns consistent with the plans? Have the capital improvements cited in the plan been undertaken? Are safety and security concerns being resolved? Are students being recruited and retained? Have mid-term social promotions decreased? Is the 9th grade assigned to the Burke consistent with desegregation goals?

■ FINDINGS Dorchester High School

- The Health Careers Magnet is off to a good start, with sufficient staff, 39 students and plans for both job and college-oriented training. In addition, a ROTC teacher has been hired, and the demand for his classes exceeds the space available (191-193)

- There are plans to phase out two of the three magnet vocational education programs at Dorchester High School. These programs are an important part of Dorchester's special desegregation plan to attract new and out-of-district students. Special desegregation efforts of Dorchester may be weakened by removal of these programs. (190-191)

- Capital improvements began in September 1983. (193)

- Safety and security appear to have improved significantly. (193-194)

- The recruitment undertaken last year began late and was not particularly effective, but with an earlier start this year should bring better results. (194-195)

■ FINDINGS: Jeremiah E. Burke High School

- The Computer Program is developing successfully, but the Communication Arts program has been reduced to a Theatre Arts program of minor significance. Since computers are being introduced to all high schools, Burke should consider developing a new magnet program to replace the Communication Arts. (195-196)

- The City and School Department have not yet applied for renovation approval from the state, so that facility improvement have not begun; this has undermined special desegregation efforts. (196-197)

- District V has agreed that there will be no more mid-term social promotions. (198)

- Initial assignments for the entering ninth grade projected very substantial desegregation progress by assigning only 46 Black students. In response to protests about the small ninth grade which resulted, additional students were assigned over the summer. The actual ninth grade is in compliance with desegregation requirements, but the school remains below the permitted range for White enrollment. (197-198)

4. East Boston High School

QUESTIONS: Since District VIII is essentially exempt from court-ordered desegregation, the Court required establishment of a special magnet at East Boston High School to attract students from the entire city. In response, the School Department established a Business Magnet at the high school. What are the retention and job placement rates of the program?

What is the curriculum of the program, and has Boston responded to the recommendation that the content of the program be enhanced? Have assignment and transfer policies been reevaluated? Has parent monitoring been effective?

■ FINDINGS

- No data were provided for retention of students in the program, but the rate appears to be approximately 25%. No information was provided on job placement rates. Work site assignments are infrequent and inadequate. No special post-secondary training slots for Business Magnet graduates have been developed. (205-206)

- There are no written curricula for the Business Magnet courses. Teachers have not received any special inservice training in many years; for example, the plan called for a major in computerized accounting, but there has been no inservice for business teachers in computers. None of the four "majors" offered to Business Magnet students are unique, and some are of questionable value. The program suffers generally from a lack of resources and administive neglect. The entire business department is irrationally (203-205)

divided into a "regular" program (for East Boston High School students only, with a specialization in data processing), a "college business" program (for East Boston High School students only, which allows preparation both for college and a job), and the Business Magnet (for magnet students only, with several specializations).

- Problems identified earlier regarding the difficulty encountered by out-of-district students, especially minority students, when attempting to transfer from the magnet to the regular curriculum have been resolved. Henceforth all requests for transfer into the regular program from out-of-district minority students will be honored, and requests from White District VIII students will be considered on a case-by-case basis. (207)

- Parent council monitoring had not yet begun, apparently because the Citywide Parents Council was unaware of the mandate it had inherited from its predecessor to monitor the Business Magnet. The Citywide Parents Council has assured the Department of Education that monitoring will commence immediately. (208)

5. Support Services at the Examination Schools

Problems of retention of Black and Hispanic students at the examination schools and appropriate support services were a part of the Assignment findings in Report I.

QUESTIONS: What are the causes of the disproportionate attrition of Black and Hispanic students admitted to the three examination schools? How effective is the preparation offered by Advanced Work (AWC) and Academically Talented (ATS) programs? How effective are orientation and support services provided by the exam schools? Why do Black students have a disproportionate suspension rate at Boston Latin Schools? How could the retention and success rates for minority students be improved?

■ FINDINGS

- Exclusive reliance upon achievement test scores to select students for the Advanced Work (grades 4 and 5) and Academically Talented (grade 6) programs is inappropriate for identifying academically gifted students. The materials used to inform parents about the AWC/ATS program and recruit students to the program are inadequate, and are available only in English. The content of the programs is extremely uneven, depending upon school-level initiative; there is no standard curriculum for the programs; and there is no systematic approach to staff selection and training. (215-219)

- Information about the admission tests for the examination schools is inadequately publicized and is available only in English. More than half of the new seventh graders entering the two Latin schools from Boston Public Schools were not in the Academically Talented Program, although the AWC/ATS graduates had a higher acceptance rate than applicants from among (1) other Boston Public School students and (2) from among non-public school students. Staff of the exam schools report that many students coming from public schools are ill-prepared in study and discipline habits, grammar and basic skills. (218-220)

- The Hispanic ATS program has no separate curriculum and its students are mixed with the other bilingual students at their grade level. Neither the AWC/ATS administrator nor the bilingual department has provided guidance to this program. There is little effort to prepare students to function exclusively in English. (217)

- All three examination schools offer summer orientation programs, but participation is voluntary and does not include many of the students who require it most. The programs put on by the two Latin schools include skill development and the diagnosis of skill deficiencies, but the schools lack effective follow-through mechanisms to ensure that students are properly served. The three-day orientation for Boston Technical lacks both skill assessment and development components. None of the exam schools had a comprehensive method to identify students who did not attend summer orientation and who need remedial or support services. (220-222)

- Support services provided by the exam schools are inadequate with respect to early identification of students who are experiencing difficulties; referrals, services, and follow-up are not systematic. Many support services at the two Latin schools had not begun as of November 21st, and most of the available services are provided by student tutors outside of regular school hours on a voluntary basis. The ratio of students to guidance counselors is extremely high; at Latin Academy there is one counselor for 650 seventh and eighth graders. (224-223)

- Summer school policies create additional problems for students who are failing; only one course can be made up over the summer, and most courses provided are below the level of exam school course content. The exam schools require summer makeup students to pass a school-based test which may include materials not covered in summer school. (226-227)

- There are 83 limited-English proficient students at Boston Technical High but no English-language support was being provided as of November 21st, despite requests from the headmaster. The Commissioner called Superintendent Spillane's attention to the academic and other difficulties experienced by these students, under Section 4C of the Disengagement Order. In December, one English-as-a-Second Language teacher was added to the staff at Tech. (232-233) (261-268)

- There are indications of a "sink or swim" attitude which may inhibit referral of Latin School students to support services. Six of the teachers interviewed mentioned that if all the students admitted as 7th and 9th graders were retained, there would not be enough teachers or classrooms to handle them in the 11th and 12th grades. (236)

- There was a disproportionate suspension rate for Black students at Boston Latin School in 1982-83, for which administrators do not have an explanation. The school has a new assistant headmaster with special responsibility for academic and discipline referrals for 7th and 8th graders, with special attention to minority students. (238)

- There is a higher attrition rate among Black and Hispanic than among White students at the two Latin schools. At Boston Latin, Blacks and Hispanics constitute 24% of the school enrollment but 46% of the students who leave before graduation; at Latin Academy they constitute 38% of the enrollment but 47% of those who leave before graduation. Analysis of the reasons for this record is not complete, but many of the factors cited above undoubtedly contribute. (213)

■ OTHER REPORT I FINDINGS

- In Report I, findings relative to the Humphrey Occupational Resource were reported. Issues of over and underrepresentation by race and sex are covered in both Assignment and Vocational Education sections.

- The Mario Umana School was not specifically monitored for this report.

RECOMMENDATIONS

1. An explicit desegregation strategy should be developed for the six special desegregation schools for which no strategy exists, that identifies the necessary program changes, leadership, and resources and other support required to achieve or maintain compliance. If modification of existing assignment requirements would contribute to stable long-term compliance with desegregation requirements, Boston should propose such changes through the modification process.

2. School-level recruitment efforts should become a priority for staff of special desegregation schools, and appropriate resources should be made available to support such efforts. Recruitment should be directed particularly to students in transitional grades, completing kindergarten, fifth grade, and eighth grade, and to their parents.

3. The location of middle school bilingual clusters in District I should be reviewed, and measures taken to reduce the number of disappointed minority students applying to middle school grades at the Tobin K-8 school.

4. Burke High School should consider developing a new magnet program to replace the attenuated Theatre Arts program and so encourage additional White enrollment and compliance with desegregation requirements. (199)

5. The City and School Department should ensure that the renovations to Burke High called for by the special desegregation plan submitted to the Court are undertaken immediately. (199)

6. Plans to phase out two magnet vocational education programs at Dorchester High School should be evaluated for a potentially adverse effect on special desegregation efforts at that school. (198)

7. The curriculum content and administrative structure of the business Magnet program at East Boston High should be strengthened substantially. (208)

8. Record-keeping should be improved for the Business Magnet program: information on work-site experience, post-graduate job placements, transfer requests and retention of students in the program is essential to program improvement. (208)

9. The Advanced Work and Academically Talented programs should be restructured to provide effective preparation for students who will be admitted to the examination schools. This will require a distinctive curriculum, selection of staff on the basis of experience and training in this area, and effective inservice training. (219-220)

10. Selection of students for the Advanced Work and Academically Talented programs should not rely exclusively on achievement tests, with their limited capacity to predict academic success of minority students. Informational materials about these programs should be disseminated more effectively, and in the principal languages spoken by Boston parents. (219-220)

11. All three examination schools should offer mandatory summer or spring orientation programs that include diagnostic testing to identify and remediate skill deficiencies. (222)

12. All three examination schools should institute a systematic procedure for identifying, referring and following up on the progress of students in need of support services. Such services should be provided during school hours, including academic remediation, training in study habits, and counseling. The ratio of counselors to students should be improved, clerical and attendance staff should be provided to permit counselors to concentrate on their primary function of student contact, and there should be less exclusive stress on college-oriented counseling activities. (233)

13. There should be clear responsibility for identifying and supporting the education of academically talented students, including communication with their families, coordination of curricula of middle school and high school advanced programs, and comprehensive support services for minority students in the examination schools.

Special Education

MANDATE

Desegregation of special education programs shall be implemented according to the standards contained in page 5 of the Student Desegregation Plan dated May 10, 1975.

PROCESS

In monitoring objectives One and Two, priorities were established as follows:

1. Reaffirm implementation of space allocations regarding resource rooms and substantially separate classrooms.

2. Target on-site visits to 50% of those schools with problems as identified in the July 15, 1983 Monitoring Report.

3. Conduct follow-up monitoring via on-site visits and paper documentation to review the status of bilingual/special education staff and their certification.

To address the priorities pertaining to monitoring objectives One and Two, monitors conducted on-site visits to seven schools and interviewed seventy-eight classroom teachers. Additionally, monitors reviewed position/classroom control forms for every school as submitted by the Boston Public Schools, as well as a Bilingual Special Education staff roster, a computerized printout entitled "Personnel and Labor Relations, Employees with Function Code, 1301-1392 by Name", 9/27/83.

In the course of conducting teacher interviews, the numbers of students in each program and the age span of students by program were verified against enrollment rosters.

In monitoring objective Three, Division of Special Education monitors, in consultation with the Bureau of Equal Educational Opportunity, reviewed additional documentation on the policies and procedures for assigning special education students citywide and in particular to substantially separate "high incidence" programs. Monitors concentrated their efforts on clarifying the assignment procedures when a placement was recommended to a program out of the geocode district.

Monitoring of objective Four will occur in the Spring of 1984.

During this round of monitoring, monitors met with the Transportation Unit Director to review the transportation process and procedures, as well as its complaint management system.

The Department continues to monitor annually 502.4 (i) programs (substantially separate programs in a facility other than a regular education facility). These programs are monitored through documentation review and program site visits, including individual student record reviews.

■ GENERAL FINDINGS

The majority of problems identified in the July 1983 Board of Education Report for those seven schools visited have been remediated. It should be noted that in the course of conducting desegregation monitoring, some issues surfaced that are directly related to compliance pursuant to Chapter 766. These findings are noted here for information purposes. They will be followed up as part of the Board's monitoring responsibilities under the Allen v. McDonough state court case. In addition, the next round of desegregation monitoring will continue to address all five objectives and will follow up on findings cited.

OBJECTIVE

1. To determine whether there is a resource room and approriate staff and materials in each school.

QUESTION: Does Boston have a resource room in every school?

■ FINDINGS

Resource rooms were found in all seven elementary, middle and secondary schools visited. Documentation provided by Boston indicates that there exists a resource room in every school. (271, 304-307)

On-site visits found that at the Dorchester, Brighton and Charlestown High Schools and at the Mackey Middle, six resource room teachers do not have classroom space provided which is at least comparable in all physical aspects to the average standards of regular education facilities. (284)

QUESTION: Have problems with assignment of qualified staff, especially bilingual, been resolved?

■ FINDINGS

In reviewing documentation submitted by Boston regarding the certification of 64 bilingual/special education staff, it was noted that 13 needed updated or new waiver requests for 1983-84 school year and appeared to be lacking appropriate certification. Five identified as certified needed further clarification. Based upon a review of certification waiver requests, eight waiver requests were submitted for bilingual/special education staff, three will be forthcoming, and one is problematic. One individual is no longer in bilingual/special education. Of two denied waivers during 1982-83, one is problematic due to out-of-state reciprocity questions, and the other is certifiable. Of the five needing clarification, 4 are certified and one is certifiable. The list of Bilingual Special Education Specialists indicates that one of the four psychologists is not certified; one of the three pupil adjustment couselor positions is vacant. The four Speech Therapist positions were reduced to three. The Vision Resources position is vacant. (283)

QUESTION: What actions have been taken to address the staffing concerns cited in the July 1983 monitoring report?

■ FINDINGS

On November 17, 1983, 15 special education certification waivers were submitted to the Division of Special Education for the current school year. It is anticipated that approximately an additional 32 will be forthcoming. Actions taken pursuant to these waiver requests will be reported in the next Monitoring Report. Significant progress has been made by Boston to obtain and assign appropriately certified staff. Continued difficulties exist relative to securing certified bilingual/special educators. All certification problems will be forwarded to the Associate Commissioner of Curriculum and Instruction in the Department of Education. (273-275)

Of the 78 teachers interviewed, four either did not hold the appropriate special education certification or needed updated or new waiver requests submitted for the bilingual/special education services they perform. Eight needed their certification status further clarified. One teacher is a long-term substitute. Two are temporary substitutes. Of the four (274)

with inappropriate certification or outstanding waivers, one certification waiver will be submitted and three remain outstanding. Of the eight needing clarification, six are certified, one waiver will be forthcoming, and one is provisionally approved as a vocational instructor of special needs.

QUESTION: Does Boston have an adequate pool of substitute teachers to ensure Resource Room service delivery?

■ FINDINGS

In this round of monitoring, the minimal use of short and long term substitutes was impressive. A pool of 20 substitutes are available on a day to day basis to be deployed when needed. (277)

QUESTION: Does Boston have a system for ordering, distribution, inventory control, and budget maintenance for educational supplies and materials, and which ensures equalization of materials distribution?

■ FINDINGS

Documentation provided by Boston describes the process for each school and district ordering supplies and materials. A per capita allowance is based upon the number of students attending a given school and ranges from $38 per capita at the elementary level to $42 at the middle and secondary levels. Additionally, the Department of Student Support Services' Central Office has set aside $20,000 to purchase materials and equipment for new classes as a first priority. The majority of 78 teachers interviewed indicated that they had adequate supplies and were familiar with the process. Some problems exist, however, such as: arrival of materials on time; inappropriate materials for students because class changed; and inadequate number of materials in Spanish and Chinese. (278)

QUESTION: Have problems involving the mixing of different language groups in the same resource room, cited in the last report, been resolved?

■ FINDINGS

On-site visits found that the problem of including students with several different languages in the same resource room at Charlestown and Dorchester High Schools and the Mackey Middle Middle had been corrected. However, at the Condon Elementary Bilingual Resource Room there was mixing of Spanish and Cape Verdean Special Education Students. (276)

OBJECTIVE

2. To determine whether there are substantially separate classes in at least three schools in each district.

■ FINDINGS

Documentation provided by Boston indicated that there exist substantially separate classes (502.4) in at least three schools in each district. (271)

OBJECTIVE

3. To determine whether out-of-district placements of special needs students are programmatically appropriate (in consultation with the Director of Equal Educational Opportunity for assignment implications).

QUESTIONS: Is Boston continuing to implement the Prima Facie Denial Action Plan under 71B, Section 6 to address over-representation of Black students in 502.3 prototypes?

Where disproportionality has been cited through the prima facie denial procedures, is Boston appropriately reviewing and placing identified special education students in accordance with Chapter 766 procedures?

■ FINDINGS

In response to the citation of over-representation of minority students in the 502.3 prototype, Boston submitted on September 30, 1983, its Corrective Action Plan to address this matter. This Plan has been approved by the State Department of Education, and will be monitored. (281)

QUESTION: Is Boston appropriately placing identified Special Education students into substantially separate prototypes (502.4) especially L/AB programs in accordance with Chapter 766 procedures?

■ FINDINGS

Boston operates three 502.4(i) programs (substantially separate classes outside the regular public school). The Carter and Tileston School programs have been approved, and the McKinley School program is provisionally approved by the Department of Education.

Monitors found Boston's response to the previous request for a review of student placements in Learning and Adaptive Behavior (L/AB) classroom, insufficient. Pursuant to additional meetings held with Boton's Central Office staff, additional clarification was provided regarding assignment procedures for special education students in substantially separate "high incidence" programs. Additionally, Boston submitted procedures for addressing the apparent over-representation of minority students in L/AB programs. These procedures provide assurances that all L/AB placement recommendations since May, 1983 will be reviewed to determine if these placements were made for "compelling special educational reasons", in accordance with C. 71B, S.6. Additionally, these procedures should ensure placement appropriateness for students placed in L/AB programs. (282-284)

OBJECTIVE

4. To advise the Director of Equal Educational Opportunity to the appropriateness of proposed program locations, space/program matrices, and student assignments to programs during the annual assignment process.

STATUS

To be monitored in the Spring 1984 for July 1984 Report.

OBJECTIVE

5. To determine the appropriateness of transportation arrangements for special needs students and the effectiveness of Boston's responses to transportation complaints. This objective was not monitored before.

FINDINGS

The Transportation Unit has two forms to communicate with ARA Associates for addressing special education transportation complaints. The Division of Special Education, Department of Education has received 2 direct transportation complaints since September 1983. Boston's Department of Student Support Services has developed an internal complaint management system and is working with Boston's Transportation Unit to develop a method of coordination for tracking and conducting follow-up on transportation complaints. Monitors will conduct a sample case-study follow-up of special education transportation complaints and the effectiveness of Boston's system. (283)

OTHER FINDINGS

On-site visits and teacher interviews indicated that 10 classes in four schools exceed the Chapter 766 regulatory requirements for class size. In addition, there were 12 classes in 3 schools (Brighton, Dorchester, and Charlestown High) that had students with age span ranges exceeding the regulatory requirements of 48 months. Waivers for these age ranges were submitted to the Division of Special Education on November 1, 1983. (284)

Different data sources regarding numbers of teachers assigned, special education classroom enrollments, and teacher certifications often do not match. Data sources included special education staff roster, program and staff matrix by school, and Boston's Status Report of Problem Schools identified in 1983. (296-297)

COMMENDATIONS

1. Boston should be commended for the efficiency of their responses to the monitor's request for documentation.

2. Boston should be commended for the limited use of long- and short-term substitutes and for having a pool of 20 substitutes available for day to day needs.

3. Boston should be commended for their improved efforts to have appropriately certified staff teaching special education students.

RECOMMENDATIONS

Boston should:

1. Ensure that a consistent method of distribution and inventory control exist at each school, district, and Central Office in order to effectively implement the system for ordering materials and supplies in order that appropriate materials are available when needed, particularly at the start of school.

2. Develop a process whereby representatives from the individual schools, the Department of Student Support Services and the Department of Implementation, meet periodically to review and update space matrices, class sizes, students assigned, and teachers assigned, and ensure that complete, current, and accurate information is available to all parties involved in special education service delivery.

3. Provide the monitors with an accurate current list of programs by enrollment and teachers assigned.

4. Continue to recruit appropriately certified bilingual/special education teachers.

5. Assure that all L/AB classroom placement reviews were completed by January 1, 1984, in accordance with Boston's commitment to review such placements.

6. Ensure that special education instruction areas are at least equal in size to those for regular education in accordance with Chapter 766 regulation 508.1.

Bilingual Education

MANDATE

Desegregation of bilingual education programs shall be implemented according to the standards contained in the Student Desegregation Plan, May 10, 1975, pages 4-5, 44-45, 48-79, 70, 73-74; and the Memoranda and Orders of May 6, 1977, pages 23 and 27; and March 21, 1978, page 5.

PROCESS

A number of activities were conducted by the monitoring teams to gather the data to be included in this report. The monitoring activities dealing with bilingual vocational/occupational education were conducted collaboratively between bilingual and occupational/vocational monitors. All other issues dealing with bilingual education were monitored and documented by a team of two bilingual specialists.

The monitoring teams conducted the following activities: pre-data collection and analysis of documents, computer printouts and correspondence of Boston Public Schools; informational meetings held with Boston Public Schools personnel; development of instrumentation for data collection; on-site visits conducted in eighteen schools, interviews (conducted with teachers, administrators, community field coordinators, and guidance counselors); and analysis/synthesis of the documented data in this report.

OBJECTIVE

1. To review proposed program locations and space/program matrices during the annual assignment process to assure that adequate space and other provisions have been made for the programs required, including bilingual kindergarten and extended day kindergarten, and so to advise the Director of Equal Educational Opportunity.

STATUS

To be monitored in the Spring of 1984 for July, 1984 Monitoring Report.

OBJECTIVE

2. To determine, through regular monitoring activities, whether all approved and required bilingual programs, including kindergarten and extended day kindergarten, are in place and functioning appropriately.

QUESTION: What is the availability of bilingual staff in the targeted languages, including native language teachers, aides, and supportive staff (counselors, etc.) in bilingual education programming as well as bilingual vocational/occupational education?

■ FINDINGS

Statistics provided by Boston indicate that adequate numbers of teachers and aides are available in the bilingual classes (346-347) although sixteen out of twenty-eight classes monitored are in (369-376) non-compliance. Native language counselors are generally available to service LEP students, but in some cases these same counselors are asked to counsel students from different linguistic backgrounds, thereby making communication impossible.

The occupational/vocational education programs are, as a rule, conducted monolingually in English. At the HHORC, seventeen bilingual teachers (representing 5 languages) teach in only 13 of the 37 programs offered.

Of the twenty-three occupational/vocational education teachers surveyed in the nine monitored schools, only one indicated that he/she spent any time teaching in a language other than English.

QUESTION: Are there curricular materials in the targeted native languages in all bilingual education programs (including occupational/vocational programs) available for teacher use?

FINDINGS

There still exists a lack of sequential curricular materials (348-349) developed for the majority of native language instruction in- (363-368; cluding the occupational/vocational programs, and, instruc- (378-379) tional materials within the classrooms, resource rooms, and libraries, especially in math, science, and social science are either non-existent or inappropriate.

QUESTION: Do limited English proficient students have access to all program options, (including occupational/vocational programs) supportive services, and extra-curricular activities in Boston?

■ FINDINGS

LEP students in Boston do not have the same access to educational programs as monolingual (English) students due to: absence of native language instructors and aides in such programs as vocational/occupational education, absence of native language support services in the examination schools and the HHORC, and limited required course offerings in the native languages at the high school level. (349-350)

QUESTION: What is the status of the native language cluster concept as mandated by the Voluntary LAU Plan?

■ FINDINGS

The cluster concept (one-hundred LEPs at the high school level, as specified in the Voluntary LAU Plan) is often not realized. Specific programs out of compliance are presented in the Appendix of Volume II. (350 383)

QUESTION: Are space assignments allocated by Boston to provide for partial and full mainstreaming of bilingual students?

FINDINGS

Partial and full mainstreaming is still obstructed by:

1. overcrowding of the regular classes
2. the lack of parallel scheduling among the bilingual and non-bilingual classes and
3. absence of native language support services in the non-bilingual (mainstream) program.

(355-357, 382)

QUESTION: Are assessment procedures of LEP students consistently implemented with all the targeted students?

FINDINGS

There are still problems relative to assessment procedures. Some students have not been assigned a LAU category, identified as LEP, or appropriately classified. (348)

Question: What opportunities exist for bilingual parents to participate in the educational process of bilingual students in Boston?

FINDINGS

Efforts have been made by Boston, especially through activities conducted by Chapter 636 state funded projects, to coordinate parent training and involvement. (351)

OBJECTIVE

3. To advise the Director of EEO on all bilingual education aspects of student assignments, including: examination school invitations, advanced work class invitations, student assignment handbooks, assignments (including bilingual, special, vocational) transfers, exceptions to racial percentage limits for assignments.

QUESTION: Are the procedures for the recruitment of limited English proficient (LEP) students in bilingual education programming (including occupational/vocational programs) implemented systematically throughout Boston Public Schools?

FINDINGS

Recruitment activities of LEP students to programs such as vocational/occupational education, special education, bilingual education, etc., are conducted in the various native languages. (347-348) (363-368) Information about admission tests for the examination schools is available only in English. Information about the Advanced Work Class and Academically Talented Sections is available only in English. (See examination schools report under Special Desegregation Measures)

Other aspects of bilingual student assignments will be monitored in the Spring 1984.

COMMENDATIONS

Based on the evaluative data collected and analyzed, we commend:

1. The high degree of commitment and involvement by the Bilingual Department staff, bilingual teachers, aides, and community field coordinators in providing quality bilingual programming to the bilingual population.

2. The Charlestown High Chinese bilingual program which has developed a program of academic excellence which responds to linguistic-cultural needs of LEP students.

3. The success of the bilingual program in graduating large numbers of high school students who in past years would have dropped out of school.

RECOMMENDATIONS

(352-357)

1. Hire more bilingual teachers, aides, and native speaking supportive staff members, to insure that the LEP students are provided equal educational programming in all areas.

   This is especially true of the Cambodian and Laotian programs although there are non-compliance issues within all language groups except for the Italian.

3. Acquire and develop curricular materials which meet the linguistic cultural needs of all LEP students in Boston especially in the areas of math, science, and social studies in the Cambodian, Laotian, Vietnamese, Haitian, and Cape Verdean languages.

4. Insure partial and full mainstreaming of LEP students by providing:

   a. parallel scheduling of the bilingual and non-bilingual classes at the middle and high school levels,

   b. supportive services in the native language in the mainstream program,

   c. adequate space in the non-bilingual program classes, and

   d. parallel curricula between the bilingual and non-bilingual education programs.

5. Insure that all LEP students are systematically and efficiently assessed for identification, placement, and transfer in and out of the bilingual education programs so as to provide for:

   a. appropriate LAU classification

   b. administration of the CLOZE test (language assessment test) in all languages before students are placed for instruction

   c. meeting time for language assessment team members to allow them to carry out their tasks.

6. Insure that bilingual parents are actively involved in bilingual education programming and have opportunities to:

   a. request training activities which respond to their needs,

   b. request courses in the native language presently offered only in English, especially at the high school level,

   c. be involved in the annual internal review in a manner that insures objective input into the program evaluation.

Vocational and Occupational Education

MANDATE

In its order of September 25, 1975, the United States District Court incorporated the "Unified Plan for Vocational and Occupational Education in the City of Boston" as part of the Court's May 10, 1975 School Desegregation Plan. The Unified Plan was filed with the Court on September 8, 1975 and amended on June 14, 1976 and January 28, 1978.

The Unified Plan for Vocational and Occupational Education includes eight (8) major areas: (1) compliance with relevant court orders, state laws and regulations; (2) district core programs; (3) magnet programs; (4) in-school bilingual; (5) out-of-school youth, ages 16-21;* (6) vocational/occupational education for special needs students; (7) program changes; and (8) program support components. Each component of the Plan contains a set of activities for improving vocational/occupational education in the City of Boston.

PROCESS

The process for monitoring the implementation of this mandate by Boston has involved two major aspects: (1) data collection and analysis and (2) on-site visits to selected schools. The data compilation was accomplished through a data collection instrument to which Boston responded with information and supportive documentation. On-site visits were conducted for the purpose of verification, clarification and obtaining additional information. Future reports to the court will address the quality of vocational education in the City of Boston.

The present report expands the list of major monitoring objectives from six to eight, in order to more accurately reflect and coincide with elements of the Unified Plan. The ultimate goal is to determine the extent to which the activities of each discrete component of the Unified Plan have been accomplished and in the process to assess the quality of vocational and occupational education in the City of Boston. Each component contains distinct objectives and raises key questions.

*On June 14, 1976, the United States District Court granted a joint motion filed by the State Board of Education and the City of Boston to delete this section from the Unified Plan.

OBJECTIVE

1. Compliance with Relevant Court Orders, State Laws and Regulations

To determine if all vocational/occupational education programs (1) conform to racial ratios established by the Court and (2) comply with the admissions criteria specified by the Unified Plan, including proportional representation by sex.

QUESTIONS: How does Boston justify disproportionate enrollments by race and sex in certain skills-training programs? What is being done to remedy this situation?

FINDINGS

Some vocational/occupational programs which were cited in the previous report for disproportionate enrollments by sex have shown improvement: (For example, at West Roxbury High School, female students were underrepresented -- less than 35% of program enrollment in the drafting program according to the March 1983 Boston Public School Profile. However, current class rosters obtained during on-site visits show that female students now represent 40% of the enrollment in that program.) While some of these programs included in the survey sample remain disproportionate by sex, evidence suggests that this trend is being reversed. Those programs cited for disproportionate enrollments by race continue to show disproportionality. To a great extent, this is attributable to the lack of adherence to court-approved racial ratios when school administrators assign students to occupational/vocational programs. Magnet programs are an exception to this practice and any changes for students in these programs are done by the Department of Implementation. (391-392)

OBJECTIVE

2. District Core Programs

To determine whether middle school career exploratory programs, as well as high school exploratory and employability programs, are in place as specified by the Unified Plan.

QUESTION Which programs are currently operational? What steps has Boston taken to comply with the district core program provisions?

■ FINDINGS

Boston has made significant efforts to increase the level of career education in the middle schools through its inclusion in the overall curriculum. Boston is currently in the final stage of developing a city-wide career education plan, and recently completed new curriculum guides for all grade levels which also include some career education objectives for middle schools. Of 14 middle schools visited, all except the Cheverus and the Dearborn offer exploratory programs in at least two of the three required clusters. In addition, they also offer computer literacy and education, the current focus for business programs. The previous report noted that the Grover Cleveland Middle School, the largest middle school in Boston, had appointed a full-time career education coordinator as required by the Unified Plan. This position has been eliminated this year. (394-395,) (425)

Four high school exploratory programs reopened while three high school Distributive Education employability programs have been closed. Brighton and Madison Park are the only high schools with core programs (exploratory and employability) in full compliance with the requirements of the Unified Plan. (The Plan requires that each district provide instruction in three exploratory clusters: (1) Food/Home/Services/Health Related, (2) Industry Related, and (3) Business/Distribution and Government Related.) All high schools, with the exception of East Boston High, have students attending skill training programs in all three required employability cluster areas in the Humphrey Occupational Resource Center. The required employability clusters are offered in only one district. (395,396,) (424)

OBJECTIVE

3. Magnet Programs

To determine whether all required magnet satellite programs are in place as specified by the Unified Plan.

QUESTIONS: Why are certain court-ordered magnet programs not being offered? What is being done to implement these programs?

■ FINDINGS

Enrollments in magnet/satellite programs have decreased from a total of 649 during the previous year to the current total of 551. (398,399)

Enrollments at the Humphrey Occupational Resource Center have not increased significantly over the previous year (from 2,589 to 2,796).

No magnet program is offered in District II-Jamaica Plain High School as required by the Unified Plan.

OBJECTIVE

4. In-School Bilingual

To assess the provisions for supportive services, including administrative, counseling and instructional support services, to limited English proficient students enrolled in vocational/occupational programs.

QUESTION: Are appropriate support services being provided to limited English proficient students in those programs?

■ FINDINGS

The development of a Bilingual Vocational Education Policy constitutes a positive step toward structuring a comprehensive system for delivering vocational education services to limited English proficient students. This policy is not in compliance with the requirements of the Unified Plan. On the other hand, the Unified Plan's approach to Bilingual Education is not consistent with current State legislation. The procedures and provisions of the new policy have not been widely disseminated and integrated into the vocational/occupational education programs. (400-403)

The most salient concern regarding services to 2,919 limited English proficient students is the lack of an adequate number of bilingual aides. Based on the distribution of limited English proficient students in vocational programs at the Humphrey Center by native language, the need for Cambodian and Cape Verdean aides should be a major priority.

OBJECTIVE

5. Out-of-School Youth - Ages 16-21

To assess provisions for services to out-of-school youth, ages 16 - 21.

QUESTION; What is the nature and scope of services being provided by the responsible agency? Are these services being coordinated with the Boston Public Schools?

■ FINDINGS

In view of the transition from the former Comprehensive Employment and Training Act to the newly enacted Job Training Partnership Act, provisions for services to out-of-school youth are in the developmental stages. The agency responsible for providing these services, the Neighborhood Development and Employment Agency, has recently prepared a Job Training Plan which contains a description of services to be provided to out-of-school youth, ages 16-21. The implementation of this proposed service plan will be monitored and findings reported in the next report to the court. (405)

OBJECTIVE

6. Vocational/Occupational Education for Special Needs Students

(1) to determine if vocational and occupational program services for special needs students are maintained, (2) to assess vocational and occupational instructor training in understanding and working with special needs students.

QUESTIONS: Do the Boston Public Schools continue to provide vocational education services for this target population? What action has been taken to provide vocational and occupational education instructor training in understanding and working with special needs students?

■ FINDINGS

As cited in the July, 1983 monitoring report, Volume II, Boston has made significant achievements in instituting procedures and provisions for the comprehensive delivery of vocational and occupational services to special needs students, essentially exceeding the requirements set forth in the Unified Plan. (406)

OBJECTIVE

7. Program Changes and Deletions

to ascertain what action is being taken by Boston to complete all program relocations as specified by the Unified Plan.

QUESTION; If such relocations are not desirable, what motions have been filed with the Court to modify the Unified Plan?

■ FINDINGS

The situation has not changed since the previous reporting period. Boston has indicated an intention to close the Machinist program at East Boston High School and the Upholstery/Cabinetmaking program at Dorchester High School rather than relocate them to the Humphrey Center. Such action would be contrary to the existing provisions of the Unified Plan. (408)

OBJECTIVE

8. Program Support Components

a. Management Modifications

to determine if a distinctive management structure for vocational and occupational education has been implemented as specified in the Unified Plan

QUESTION: What action has been taken to institute and implement this structure?

■ FINDINGS

Boston has yet to institute a distinctive management structure which defines clear lines of authority over fiscal and programmatic operations to insure an effective vocational and occupational education delivery system as specified by the Unified Plan. The Director of Education and Employment does not have fiscal authority over all vocational and occupational education programs under the current management structure. Furthermore, evaluation of outreach efforts and annual systemwide program activity and accountability reports are not managed systematically. (409)

b. Public Information

to examine steps taken by Boston Public Schools to institute and implement a systematic, aggressive and pervasive public information system for vocational/occupational education.

QUESTION: What action has been taken to appoint a full-time experienced public information officer to implement this system?

■ FINDINGS

Boston has undertaken a variety of activities to implement marketing and information strategies, although these efforts have not encompassed the scope, impact and thrust of the public information system described in the Unified Plan. It remains necessary to appoint a full-time, experienced public information officer to coordinate an aggressive and pervasive campaign. (410)

c. Industry/Agency/Community Involvement

to determine if the composition of the Advisory Council for Career, Vocational and Occupational Education (ACCVOE) is representative of all target groups specified by the Unified Plan.

QUESTION; What action has been taken to modify the composition of the ACCVOE to comply with requirements of the Unified Plan?

■ FINDINGS

Full compliance has been achieved in the composition of the Advisory Council for Career Vocational and Occupational Education (ACCVOE). The current ACCVOE includes all target groups and representatives specified in the Unified Plan. The minutes of the most recent meeting of the ACCVOE, October 25, 1983, suggest that this council provides meaningful and effective input into the improvement of vocational education in the City of Boston. (412)

d. Professional and Inservice Development

to determine what action has been taken to develop and implement equal educational opportunity, bilingual vocational education and special needs inservice training for all vocational/occupational instructors.

QUESTION: Has a training plan been developed to address this need?

FINDINGS

A comprehensive plan to provide inservice training in equal educational opportunity, bilingual vocational education and special needs to instructors systemwide has not been submitted pending contract negotiations between the Boston School Committee and the Boston Teachers' Union. (411)

e. Curriculum Acquisition/Revision

to review efforts to develop a full-scale Personalized Competency-Based Vocational Curriculum for all programs at the Humphrey Occupational Resource Center and other schools.

QUESTION: What is the status of curriculum development and revision for all vocational and occupational education programs?

■ FINDINGS

The previous monitoring report indicated that Boston has engaged in efforts toward the development of a full-scale Personalized Competency-Based Vocational Curriculum for all programs at the Humphrey Occupational Resource Center and selected programs at other schools. This thrust has continued. The production of curriculum has been stalled, however, due to an on-going union grievance against curriculum development by teachers during regular working hours. (413, 441)

f. Comprehensive Job Development and Placement

to determine whether a comprehensive and responsive city-wide job development and placement component based upon current manpower demands, system capabilities and student capabilities/interest is in place.

FINDINGS

The development of a city-wide comprehensive job development system, as specified by the Unified Plan, has not been fully instituted. Based on a previous action plan developed to address this concern, a city-wide coordinator was to be selected and assigned to coordinate this activity in conjunction with the Boston Compact Work Group commencing April 4, 1983. To date, this has not been done. (413, 414)

RECOMMENDATIONS/COMMENDATIONS

1. Policies and procedures should be developed to ensure that assignments to vocational/occupational programs conform to court-approved racial ratios. (392, 420-423)

2. Boston should review its core program offerings at the middle and high school levels and bring them into compliance with the specifications of the Unified Plan. (396,397)

3. Boston should expand its magnet program offerings to include districts not represented. Concerted efforts must be made to increase enrollments in existing cooperative programs. (399)

4. Immediate action must be taken to provide the necessary aides at the Humphrey Center and, where appropriate, in other vocational/occupational programs throughout the city.

5. No recommendations

6. Boston is to be commended for developing and implementing a number of laudable vocational education programs for special needs students, including the Special Needs Assessment Program at the Humphrey Center, a variety of vocational programs at the Jackson Mann and McKinley Schools, and the Occupational Service Development Centers at Charlestown, Dorchester and Hyde Park High Schools. (407)

   The one area that should be strengthened is inservice training to assist all vocational and occupational education instructors in understanding and working with special needs students.

7. If the designated relocations are not desirable a motion must be filed with the Court to modify the existing order. (408)

8a. If the organizational and management structure as specified in the Unified Plan is not programmatically and financially desirable, a motion must be filed with the Court to modify the existing order. (407,438)

8b. If Boston has initiated other viable means of implementing and achieving the goals of this segment of the Unified Plan, a motion must be filed with the Court to modify the existing order.

8c. Boston is to be commended for action which has been taken to comply with provisions of the Unified Plan to ensure that the ACCVOE continues to evolve as an active and effective council to assist in the development and delivery of quality vocational/occupational education. (412,439)

8d. Now that contract negotiations are completed, a comprehensive training plan should be developed to address these concerns. When staff development procedures have been outlined, the plan can be implemented. (411)

8e. It is commendable that Boston has engaged in a series of curriculum improvement activities. Boston has submitted to the Division of Occupational Education a comprehensive plan for completing Personalized Competency-Based Vocational Curricula for all vocational/occupational programs. These efforts must be expanded and directed toward completing the development/revision of curricula in other areas. (414, 441,) (444)

8f. A coordinator should be appointed to oversee the comprehensive city-wide job development system. (415-416) (445-448)

Transportation

MANDATE

Transportation shall be provided according to the standards contained at pages 80-83 of the Student Desegregation Plan, dated May 10, 1975.

PROCESS

The Director of Equal Educational Opportunity is responsible for monitoring student transportation for desegregation; transportation of substantially-separate special needs students was monitored by the Division of Special Education. Monitoring concentrated on the process of arranging transportation and on procedures for responding to complaints. Monitors (1) visited the Transportation Unit, examined its operations, and interviewed the Director and members of his staff; (2) reviewed data including sample routing schedules, transportation data by school and geocode, and all complaint forms submitted as of October 14; and (3) reviewed findings and recommendations with the Senior Officer, Department of Implementation.

OBJECTIVE

1. To approve proposed transportation arrangements developed pursuant to the approved student assignment plan each year, assuring that such arrangements will adequately support both desegregative and program assignments.

STATUS

Transportation arrangements for 1984-85 will be reviewed in the Spring 1984.

OBJECTIVE

2. To determine whether transportation arrangements are in place for the opening of the school year in September.

QUESTION: Have adequate transportation arrangements been provided for desegregating schools and programs?

FINDINGS

Some schools report that transportation has improved under the new contract, but it is still the case that frequent changes of route assignments cause problems with missed pick-ups and punctuality. (451)

The criteria and procedures for deciding which students should receive a bus assignment and which should use public transportation have not been reviewed for a number of years. (451-452)

OBJECTIVE

3. To monitor complaints received by the Boston Public Schools in relation to transportation, and to assess whether appropriate responses have been made.

QUESTION: What kinds of transportation complaints are being reported, and how is Boston responding to these problems?

FINDINGS

Procedures for handling complaints have been strengthened, but do not yet include either a systematic review of contractor resolution of problems or a method for identifying recurrent problems. (452-453)

Discipline issues arise frequently on certain routes, and may have a negative impact on attendance and on desegregation compliance. (452)

COMMENDATIONS

The Transportation Unit is to be commended for improvments in transportation services and its own monitoring procedures.

RECOMMENDATIONS

1. The School Department should review the procedure for allocating bus and MBTA transportation from the perspectives of fairness and school bus safety and discipline. (454)

2. The Transportation Unit should develop and implement a procedure for identifying "trouble spots" through use of the complaints system, and for identifying and following up on inadequate responses from the contractor.

3. The School Department should review its procedures for controlling excessive changes of route assignments.

4. The use of monitors - a reimbursable transportation expense - should be explored for routes which experience persistent discipline and safety issues.

Facilities

MANDATE

Construction, renovation and closing of school facilities shall occur according to the standards contained in the interlocutory Order of June 21, 1974; the Plan of May 10, 1975, pages 6-7; the Memoranda and Orders of May 6, 1977, pages 37-40; August 15, 1979; March 21, 1980; April 2, 1980; and the Order on Joint Defendants' Motion for Adoption, May 11, 1981.

PROCESS

The Director of School Building Assistance has conducted the reviews, assisted by the Division's Regional Center staff, through meetings with Boston staff in the Department of Implementation and the Office of the Deputy Superintendent for School Operations.

OBJECTIVE

1. To determine whether all school closing measures ordered by the Court have been fully complied with.

■ STATUS

Compliance reported in July 1983 Monitoring Report.

OBJECTIVE

2. To review all proposed construction, renovation, and other school facility measures for consistency with desegregation and other requirements of the Court.

QUESTION: Have the renovation plans for Burke and Dorchester High Schools progressed as expeditiously as possible?

■ FINDINGS

Priority has been given to renovation of Burke and Dorchester High Schools. Approval of the Burke awaits action by the City of Boston. Joint long-range secondary school planning has not begun.

No construction, renovation, or other facility measures are being planned with the Commonwealth at this time except for renovation at the Jeremiah E. Burke High School. The renovation project at Dorchester High School was approved by the Board of Education at its June 28, 1983, meeting. Approval of the Jeremiah Burke proposal awaits filing of certain required material by the City of Boston. Board approval of this project is anticipated in January 1984. (472)

Although there have been reports that the City of Boston is currently planning a construction project to upgrade Boston Latin School, the School Building Assistance Bureau is not assisting in such planning. If Boston intends to proceed with plans to build another Boston Latin School, this should be integrated into an overall secondary facilities plan. The Department of Education should be included in such efforts. Under current procedures, projects beyond Burke and Dorchester must await development and approval of a completed Secondary School Facilities plan, a component of the court-ordered Unified Facilities Plan.

OBJECTIVE

3. To review the placement or proposed placement of any portable unit, or the rental of any space for instructional purposes, for consistency with the desegregation and other requirements of the Court.

QUESTIONS: Are there any plans for the rental of any space for instructional purposes? Are these plans, if any, consistent with requirements of the Court?

■ FINDINGS

Monitors have been informed of no plans for the rental of space for instructional purposes.

OBJECTIVE

4. To determine the extent of compliance with outstanding orders with respect to development of a Unified Plan, including a schedule of further school closings, a schedule of construction, renovation, replacements, as well as repair and

refurbishing of all facilities, and a plan for secondary school utilization, in accordance with the provisions of the Manual for District Planning Activities and other requirements of the Court.

QUESTIONS: Have discussions occurred among the "joint planners" about a long-range secondary school facilities plans as a necessary part of the United Facilities Plan? What progress has been made toward determining priorities for the available resources and for possible closings?

■ FINDINGS

Joint long-range Secondary School Facilities Planning has not yet commenced. (473)

RECOMMENDATIONS

It is recommended that the final long-range plan not be submitted without assurances that it is approvable by the Department of Education. It is further recommended that any potential upgrading of Boston Latin School include the participation of the Department of Education and be incorporated as part of the final long-range plan. (473-474)

Safety and Security

MANDATE

School Safety and Security shall be provided according to the standards contained in the following order:

Further Order Concerning Security, September 5, 1975 (this order replaces Order or Motion for Relief Concerning Security, December 4, 1974)

PROCESS

On-site monitoring was conducted at nine schools: English High, Madison Park High, Hyde Park High, Brighton High, Charlestown High, South Boston High, West Roxbury High, Boston Prep and Thompson Middle. Monitors interviewed school administrators and other school staff, and some parents and students. The Deputy Superintendent for School Operations and the Chief of Safety Services and their staff were consulted on several occasions. Monitors also talked with the head of the local school bus drivers union.

The following reports were reviewed and analyzed: School Incident Reports for May, June, September, October, 1983; Safety Department report on staff deployment; a CPC report (March 1983) on school bus safety; and a report on alternative schools. Monitors also talked with the staff of the Safe Schools Commission.

OBJECTIVE

1. To review monthly reports on school incidents with special attention to those perceived as racial in nature.

QUESTION: Of those schools initially identified as having either (1) sporadic but serious racial violence (Charlestown, Hyde Park) or (2) a high incidence of violence within the school (English, Hyde Park, Brighton, Thompson) what steps is Boston taking to identify causes for these problems and provide solutions?

■ FINDINGS

Most schools cited in the July Report for higher occurrence of safety-related or racial incidents appear to have taken some steps to improve safety and security. In most cases, however, it is too early to determine positive outcomes with certainty. (475)

English High and Charlestown appear to have done the most: both have placed greater emphasis on clustering and counseling of incoming ninth graders; both have increased counseling and other support services in general through additions to the permanent staff, University pairings and the involvement of outside service agencies. Both schools have assigned or deployed additional staff to deal specifically with discipline and safety-related issues. In addition, English High now houses a new alternative program serving 110 students, the Fenway School, and is actively involved in planning for additional alternative programs. Charlestown has developed an improved system of keeping track of students with discipline problems. Both of these schools have had considerable support from Boston central office in making these changes. (475-476)

The other schools have made less dramatic changes:

Madison Park has been involved in ongoing efforts to improve security through its School Improvement project, an in-house alternative program, and numerous ties with outside social/psychological support agencies.

Brighton High has emphasized the need for greater sensitivity and consistency in dealing with discipline and security problems. It has assigned teachers to regularly monitor certain critical areas in the building in which security problems have repeatedly occurred.

Hyde Park High has deployed its new Housemasters to handle discipline problems. It also offers many internship and work-study incentives, but has taken little direct action to reduce violent incidents involving students who are habitual offenders.

The Thompson Middle School has attempted to work more directly with the neighborhood in reducing external security problems, but has taken few significant steps to resolve internal problems involving safety, security and discipline.

Headmasters at English, Madison Park and, to an extent, Charlestown, saw their schools as having some extra-ordinary safety and security problems. Some Headmasters interviewed claimed other schools, not monitored, had safety situations which are the same or worse than theirs, but were not reported on in the same way.

Examination of most recent statistics confirm English High's continuing safety and security problems (97 incidents - more than three times the number reported for any other school for September-October), despite its increased efforts to improve safety. All of the other schools cited appear to remain at the same level or lower level of incidents cited in the July Report. (The Thompson Middle School has no reported crimes (495-506)

against persons or safety-related incidents for September-October).

QUESTION: What steps is Boston taking to investigate the extent of safety problems on school buses and to remediate such problems?

■ FINDINGS

Boston has done little in-depth investigation of safety problems on school buses, nor have they developed a specific plan for addressing safety problems on particularly troublesome runs, except on a case-by-case basis. There are no present plans to install monitors. (481-483)

QUESTION: In those schools with high numbers of violent incidents, what steps are being taken to develop effective alternative programs for those disruptive students not benefiting from the regular school program?

■ FINDINGS

English High and the King Middle School have this year initiated alternative education programs within their schools. Madison Park, South Boston High, the Cleveland Middle School (LOG school) have continued their alternative programs developed in the past. Boston Prep is an alternative education school drawing some disruptive and other non-achieving students citywide; it is in its second year of operation. In addition, both the Tileston and the McKinley are special needs schools, to which students with maladaptive behaviors are often referred. All of these programs include some 'marginal' students who are sometimes disruptive and are not achieving in the regular school program, but none are equipped to appropriately serve "hard-core", habitually offending students who are cited by school officials as the major cause of most of the crime and disruption in schools. (484-488) (512-518)

The Office of School Operations is awarding competitive planning grants (to $750.) for the development of new alternative programs.

QUESTION: Have problems of inconsistency in incident reporting between schools been resolved?

■ FINDINGS

Boston appears to be making some efforts through its Safety Department to make sure that the types of incidents specified in The Safety Procedural Manual are accurately and completely reported. Safety staff at particular schools are sometimes asked to report incidents directly to the Safety Department Office to insure that the separate reports submitted by the Headmaster are complete and accurate. If there are discrepancies, the Deputy Superintendent contacts the Headmaster directly. Also, safety staff are occasionally switched to other schools to avoid compromising complete and accurate reporting. (489-491)

Both Deputy Superintendent Peterkin and Chief of Safety Services Chistolini admit some continuing problems with complete and accurate reporting which require vigilant cross-checking.

There are still problems within some schools in getting students and staff to follow through on their incident-reporting responsibilities. Some teachers cite a lack of response on the part of school administrators for those incidents that are reported. On the other hand, both building and central office administrators cite increased instances of "alleged" but unsubstantiated assaults being used to support 'safety' transfer requests out of certain schools, English High in particular.

OTHER FINDINGS

Most of the important issues relative to safety and security covered in the July Report remain, with these exceptions:

- the possession and use of weapons is seen as a growing concern by the Safety Department and the Deputy Superintendent. 26% of all crimes against persons and safety-related incidents reported for September-October involved weapons. (478-479)

- In September-October, reported incidents at South Boston High were up slightly (16 for September-October compared to 9 for January-April. Four have been racial.) (477-495)

OBJECTIVE

2. To confirm the adequacy of arrangements for dealing with race-related incidents, including, for example, the existence of an emergency reporting and action plan for school and law enforcement personnel.

■ STATUS

Compliance stated in July report, no change.

OBJECTIVE

3. To confirm that the student discipline code and its implementation deal adequately with racial slurs and other actions tending to create race-related incidents.

■ STATUS

Findings relative to this are contained in Student Discipline Report

OBJECTIVE

4. To review quarterly reports on deployment of law enforcement personnel in South Boston Schools.

■ FINDINGS

There have been no significant changes in deployment patterns of Boston School Police. (409-411)

OBJECTIVE

5. To confirm that plans exist to close any school in the event that safety cannot be assured (as the Court specifically ordered in 1974 for South Boston High).

■ STATUS

Compliance stated in July Report

OBJECTIVE

6. To review the adequacy of provision for biracial monitors in troubled schools.

■ STATUS

See July Report and Parent Organizations' Report

COMMENDATION

Boston should be commended on its recent efforts to develop more effective alternative education options for disruptive and non-achieving students. Both the Fenway School and Boston Prep have impressed the monitors as holding promise for helping many of these students.

RECOMMENDATIONS

Boston needs to:

1. Put more serious effort into investigating and resolving safety problems on some school bus runs;

2. Continue its efforts to expand alternative programs;

3. Work more closely with the Courts and other outside agencies through the CHINS (Children in Need of Services) program and other collaborative efforts to provide more effective programs and strategies for 'hard-core' multiple offenders in schools;

4. Continue to scrutinize its incident-reporting procedures and implementation to insure accuracy, consistency and completeness in reports;

5. Strengthen its policy on the possession and use of weapons, including stronger penalties, and more student, parent, and school-based efforts to eliminate them from schools.

Student Discipline

MANDATE

Student discipline shall be enforced according to the standards contained in the Order Approving Addition to Code of Discipline, January 9, 1975.

PROCESS

Schools that were identified in the July 1983 Monitoring Report as having high and/or disproportionate (by race) suspension rates, as well as schools that had low and proportionate suspension rates, were monitored on-site. Factors in each school were examined to determine causes of suspensions as well as to identify existing successful alternatives. Those schools with high and/or disproportionate suspension rates were also monitored to find out what, if anything, they had done to respond to being cited in the previous report. Finally, statistical analysis on suspension statistics for the entire school year 1982-1983 was completed to validate previous statistical analysis and to identify any other schools with high and/or disproportionate suspension rates that were not previously cited.

SCHOOLS VISITED

SCHOOLS CITED FOR HIGH AND/OR DISPROPORTIONATE SUSPENSION RATES

Brighton High School
Charlestown High School
Boston Latin School
English High School
Hyde Park High School
Madison Park High School
Edwards Middle School

SCHOOLS WITH LOW AND PROPORTIONATE (BY RACE) SUSPENSION RATES

South Boston High School
West Roxbury High School

OBJECTIVE

1. To review, on a semi-annual basis, a report of suspensions and expulsions at each school, with the nature of the offense, the grade, race, and sex of the students affected, and the length of time for each suspension.

QUESTIONS Which Boston Public schools have:

significant disproportionate suspensions by race?
high suspension rates as compared to other Boston schools?
low suspension rates as compared to other Boston schools?

■ FINDINGS

Statistical Analysis

Statistical data on suspensions for September-November 1983 is not available for review by monitors until February 1984. However, statistical analysis for the entire school year 1982-1983 revealed that all schools cited in the previous report, except for Hyde Park High, maintained the suspension (519-520) rates previously cited: At the high school level, Charlestown High continued to suspend students at almost three times the rate of any other high school, with English High having the second highest suspension rate. Boston Latin School continued to suspend Black students at two and one-half times the expected rate, while Brighton High and East Boston High, Charlestown High and the Umana School suspended Black students at a significantly higher rate than expected. Suspensions for White students at Jamaica Plain, Burke, Madison Park, Copley Square and the Umana High Schools continued to be significantly lower than expected. The only statistic that significantly changed was that of the high rate of suspensions for White students at Hyde Park High, which dropped to the expected rate.

At the middle school level, the Edwards continued to have a suspension rate two and one-half times that of any other middle school, while the Roosevelt, Michelangelo, and the Gavin have suspension rates high enough to merit on-site monitoring. The Roosevelt, Michelangelo, Gavin and Thompson Middle schools also had significantly higher rates of suspension than expected for Black Students.

At the elementary level, the McKay School continued to have the highest suspension rate, while the Eliot School ended the school year with a suspension rate high enough to require on-site monitoring.

OBJECTIVE

2. To monitor on site if necessary, schools in which there are apparent patterns of inequitable application of the Code of Discipline.

QUESTION: What school factors appear to contribute to nigh rates of suspension (e.g., school climate, staff attitudes, methods of discipline, multiple suspensions for a small number of students)?

■ FINDINGS

Factors that Contribute to Discipline Problems

Although discipline is administered more equitably than in the past, and although new programs and staff exist that address discipline, significant discipline problems still remain in many of those schools visited. These discipline problems were found to be greater at schools identified as having high and/or racially disproportionate suspension rates. Discipline problems were cited as existing in many forms, among them: class cutting, tardiness, disruptive behavior, vandalism, graffiti, robbery, assault, and possession of weapons. On-site monitoring linked several factors to these discipline problems. (520-523)

In some schools, especially at Boston Latin School, Hyde Park High and West Roxbury High, there are a noticeably small number of Black or Hispanic administrators. Also, staff in many schools visited, especially Black staff, said that certain White staff take a confrontive approach with Black students, especially Black males, which can result in the escalation of a minor problem into a major one.

In addition, those students who begin middle or high school lacking basic skills, and experiencing academic frustrations, are most likely to experience discipline problems. Teachers cited overcrowded classes and a lack of appropriate textbooks and supplies as impeding their efforts to address the needs of these students. At the same time, staff stated that a certain percentage of teachers lack a sensitivity to students, a non-confrontative approach to behavior management, and a creative approach to curriculum.

At all schools visited, 20 to 35 percent of each 9th grade class were repeating that grade. Few programmatic changes exist in any school to provide support services or added incentives to these repeating students. Some administrators at the middle school level admitted to giving social promotions to some of these students, many of whom were both overage and discipline problems, because their schools lack the support services and remedial help to meet these students' needs.

For students with academic and/or behavioral needs, there are few support services outside of the classroom. Guidance counselors have caseloads that are at a minimum of 300 students, and most guidance efforts are geared towards the college-bound student. In most schools, other support services have been cut back, which also restricts the availability of alternatives to suspension.

Most importantly, staff in every school visited stated that among those students with academic and/or behavioral needs, there is a percentage (estimated between five to ten percent of the student population in each school) that the schools cannot adequately serve. This group is described as those students who are habitual non-attenders and habitual offenders. Their behavior not only produced continual discipline problems, but also disrupted the education of other students. Staff felt that this group of multiple offenders was responsible for most of the discipline problems within each school, and that the schools did not have the resources to deal with these students.

QUESTION: Is the Code of Discipline being consistently enforced, especially regarding suspension rates and alternatives to suspension, in these schools?

■ FINDINGS

Inconsistency in Administering Discipline

In addition to these findings, there are still widespread inconsistencies throughout the middle and high schools in the administration of the Code of Discipline. Many schools, like Charlestown High and Edwards Middle, suspend students without first exploring all alternatives to suspension. In addition, many schools, like Charlestown High, Madison Park High and Edwards Middle, include suspendable offenses in their school-based rules -- a clear violation of the Code of Discipline. Madison Park High and Charlestown High also include in their school-based rules 'class cutting' as a suspendable offense, contrary to the spirit of the Code of Discipline. Other schools, like South Boston High and West Roxbury High, use the flexibility provided within the Code to explore alternatives to suspension. Finally, many staff felt that certain schools did not consistently and accurately report all suspensions, although it was difficult to substantiate these claims. (523-525)

One cause for these problems may be that the Code of Discipline is cumbersome and lengthy, and therefore difficult to interpret. It is also apparent that the spirit of the Code and the consequences for specific offenses need to be more clearly defined and consistently applied.

QUESTION: Of those schools identified as having either (1) high suspension rates or 2) significant disproportion suspensions by race, what steps is Boston taking to identify causes for these problems and identify solutions?

■ FINDINGS

Schools with High and Disproportionate (By Race) Suspension Rates

Eight schools were visited that had either high and/or disproportionate suspension rates (Charlestown High, English High, Boston Latin School, Brighton High, Hyde Park High, Madison Park High, Edwards Middle, and Thompson Middle). All schools have made some programmatic changes to address these suspension rates. However, each school needs to continue to address discipline problems. Specifically, Charlestown High and Edwards Middle need to create additional alternatives to suspension, rather than use suspension as the primary means of resolving discipline problems. English High needs to continue to create alternative educational programs to compensate for some of the structural problems of the building. Hyde Park needs to create educational programs that address those students with academic and/or behavioral needs. And the entire administration at Boston Latin School needs to address the school's suspension of Black students at two and one-half times the expected rate. (525-531)

Schools with Low and Proportionate (By Race) Suspension Rates

South Boston High and West Roxbury High were the two schools visited that had suspension rates that were low and proportionate by race. These rates were found to reflect, for the most part, the positive learning environment at each school. Factors that contributed to these low rates were (1) high visibility of the administration, (2) emphasizing conflict resolution and behavior change in administering discipline, (3) having alternatives to suspension, (4) high levels of teacher participation in the school, (5) parental contact, and (6) staff stability.

COMMENDATIONS

Most schools, because of standardized discipline procedures, are administering due process more fairly than in the past. All schools should be commended for reviewing school-based rules.

Additional staff and the creation of new positions appear to have helped resolve some discipline problems. All schools now have an Assistant Headmaster in charge of discipline. Most schools have more security guards who are generally better trained than in the past. Department heads are now strictly managers and this should permit an effective teacher evaluation

process and greater teacher accountability. The School Development Officer and the Boston Compact have also provided jobs and experiential learning programs that better engage the attention of students who might otherwise be discipline problems. Finally, the Alternative Schools Director is to be commended for the development of alternative education programs for students whose needs are not being met in regular high school programs.

RECOMMENDATIONS

Although there is more uniformity in administering discipline, and although all schools visited have instituted some programmatic changes, there continues to be inconsistency in the administering of discipline throughout the system. There is also a percentage of each school population that, because of academic and behavioral problems, are also discipline problems. Little is being done to serve this group of students, which also results in the rest of the school population being disrupted.

Therefore, the following recommendations are made.

1. Efforts should be made to increase the representation of Black and Hispanic administrators in schools where they are lacking.

2. In-service training for all schools on non-confrontative approaches to behavior management needs to be given.

3. Additional support services in all schools to address the needs of students with academic and behavior problems need to be created.

4. Alternative programs for students who are not benefiting from district or magnet schools should continue to be created.

5. Alternatives to suspension need to be developed and established as routine practices in every school.

6. The Code of Discipline should be revised so that it is shorter and more easily understood; all schools should consistently apply discipline as defined within the Code.

7. Each school should develop a program of remediation to address students repeating grades.

8. More alternative programs should be created at English High School.

Institutional Pairings

MANDATE

Institutional Pairings shall continue according to the standards contained in pages 50 through 58 of the Student Desegregation Plan of May 10, 1975.

PROCESS

Monitoring has consisted of meetings with university and college coordinators, representatives of the cultural institutions, and staff of the Tri-Lateral Council. In addition, all of the Chapter 636 funding proposals, which embody the college, university, and cultural institution contracts, have been reviewed by Department staff. Summaries of these proposals are included in Volume II.

OBJECTIVE

1. To determine whether the institutional pairings identified in orders of continuing validity are operational.

   Status: All of the institutional pairings, as realigned by mutual consent, were found to be operational in the July, 1983 report.

QUESTION: Are the Boston Public Schools continuing to make a positive effort to reach mutually agreeable contractual arrangements with the universities, colleges, businesses, and cultural institutions?

■ FINDINGS

At the time of this report, almost all of the universities and colleges are drafting new letters of agreement with the Boston Public Schools. These letters will describe in detail a new conceptualization of the role of the colleges and universities. These new agreements will be monitored and reported on in the first six months of 1984. (539-546)

As reported in July, the contracting process is working in general better than it was two years ago. There have been, however, significant delays in completing contracts with MIT, Northeastern, and Boston University, delays which have required the universities to use their own cash reserves to support projects for two to four months. Further, almost all pairings have suffered from lengthy delays in the processing and approval of budget revisions. In both contract and revision delays, Boston City Hall plays as great a role as the Boston Public Schools.

The Boston Compact has apparently breathed new life into the business partnerships, and the evidence gathered indicates that the Boston Public Schools are not only making their best efforts to negotiate agreements, but reaching out to request additional assistance from Boston-area businesses. Reports of the Tri-Lateral Council are included in Volume II. (539-540) (547-550)

There is no equivalent to the Boston Compact or the new college and university agreements in the cultural area. Representatives of the cultural institutions, in general, report "business as usual": programs are continuing, not growing, and the institutions are dealing with some delays in contracts, the payment of bills and the assignment of staff. In spite of these problems, there are Chapter 636 supported cultural programs in approximately 100 schools, and the Cultural Education Collaborative reports receiving requests from about 30 cultural institutions who are not now involved, but would like to be, in working with Boston schools if sufficient funds were available. (551-581)

OBJECTIVE

2. To determine whether the institutional pairings require realignments.

QUESTION: Are the realignments now occurring consistent with the Court's intention in encouraging the pairings?

■ FINDINGS

The alignment of the college and university pairings remains as reported in July. Tentative or preliminary

discussions have taken place with Roxbury Community College, Salem State College, and others. Negotiations are continuing with Wellesley College.

During this reporting period, there have been no evaluations of the college and university, business, or cultural institution pairings. Many programs, in fact, did not get underway until late October or early November.

COMMENDATION

The formation of the Boston Compact Office, under a director who reports to the Superintendent, and who has responsibility for overseeing all of the college and university pairings, all school-business partnerships (whether court recommended or not) and all cultural institution pairings, is clearly a step in the right direction, and may solve many of the persistent problems listed above.

RECOMMENDATION

In spite of the fact that the new Boston Compact Office has responsibility for the cultural pairings, they remain collectively the step-child among institutional relationships. The School Department should work with the cultural institutions to develop, on the basis of nine years of experience, a new understanding and new agreements, much as it has with businesses and now is with institutions of higher education.

Parent and Student Organizations

MANDATE

Court-ordered parent and student organizations shall operate according to the standards contained in the memoranda and Orders of October 4, 1974; August 24 and November 8, 1976; September 1, 1977; September 15, 1978; May 5, 1980; July 20, 1982; and August 25, 1982; and the Desegregation Plan of May 10, 1975, pages 86-100; and the Amalgamation Plan.

PROCESS

Parent Organizations

1. Information regarding the CPC and SPC was gathered through attendance at council meetings; review of the council minutes; discussion with the Executive Director and staff of the Council; Boston officials; and attendance at particular council elections.

Student Organizations

1. Information was received on the elections of student representatives to student councils as well as school parent councils. Plans, including a timetable, were developed with the Student Affairs office concerning the development of Communication Boards in all high schools to replace through modification the inoperative Racial-Ethnic Student Councils. Statistics on the composition of all official student organizations at the middle and high school levels were analyzed to ensure proper representation of all racial and ethnic groups.

PARENT ORGANIZATIONS

OBJECTIVE

1. To determine whether parent councils are monitoring matters which are apt to facilitate or hinder the desegregation process in particular schools, districts and/or citywide. For instance, are they monitoring the implementation of court orders for special desegregation measures at some schools, repair and construction of facilities, vocational and occupational education programs, and support of participation by college, business, and cultural pairings?

QUESTIONS: What steps are being taken by the Citywide Parent

Council (CPC) to monitor the desegregation process in areas not monitored by the CPC last year? How has Boston responded to these efforts? Are the tensions noted in the July report being alleviated?

■ FINDINGS

Last year the parent councils monitored the desegregation process in particular schools as well as throughout the city (see the July report), including the implementation of special desegregation measures at Dorchester High, Burke High, and the Tobin Elementary School. However, due to staffing limitations, the CPC was not able to monitor the desegregation process in all of the required areas. (583-584)

This year the CPC has a complete staff in place, and its monitoring unit has developed and is implementing a comprehensive monitoring plan for 1983-84. The Desegregation Monitoring Committee of the CPC will expand its activities to include areas which were not monitored last year, and has established a number of subcommittees to work in specific areas. In some cases subcommittees will work in conjunction with community agencies (to be identified). For instance, a subcommittee might have the assistance of the Mass. Advocacy Center in monitoring Special Education in selected schools. (591-593) (594-599)

The Deputy Superintendent of School Operations has expressed the School Department's desire to overcome the difficulties encountered last year in working out monitoring and other agreements with the CPC. The School Department plans to reach "a new understanding with the CPC about the new milieu the BPS is entering," which includes a commitment to work with parents as responsible decision-makers in the school system. The office of the Deputy Superintendent of School Operations has circulated a number of memoranda to facilitate the monitoring efforts of the CPC: among them is the Deputy Superintendent's memorandum to principals and headmasters on September 1, 1983 which outlines the required relationship between the school administrators and the parent councils. The CPC reports that the Deputy Superintendent's memorandum concerning council elections on September 1, 1983

contributed significantly to the success of this year's SPC elections.

Progress is being made in alleviating the tension reported last July between the parent councils and the school administrators. The problems occur most often when the CPC is working within the areas of collective bargaining, the evaluation of administrators, the review of budgets, and the rating and screening for administrative positions.

OBJECTIVE

2. To determine whether parents are responsible for planning and investigating matters which are apt to facilitate or hinder the promotion of racial harmony at their school. Also, whether they have access to school records and are able to send out pamphlets and newsletters and visit schools. And to determine if parent councils are proposing modification of student activity programs and receiving reasonable operating expenses from the individual schools.

QUESTION: What is the status of parent councils' efforts to monitor issues involving racial harmony at schools cited in the last report? To what degree are the parent councils assuming the responsibility for planning and investigating matters involving desegregation issues in the various schools? What is the status of funding for school parent council mailings? Is Boston providing access to school records?

■ FINDINGS

Last year issues indirectly involving racial harmony at Charlestown High, Jamaica Plain High, Umana Technical, and the Gavin Middle School were identified and monitored by the parent councils. In each of these schools the parent council's involvement has generated a number of meetings with parents, administrators, and sometimes students and teachers to define the problems and recommend solutions. (584-585) (601-602)

Schools have agreed to provide the funds for the purchase of stamps and stationery. Also, the CPC has gotten favorable responses from the Deputy Superintendent of School Operations to its request for timely school incident reports. The Deputy Superintendent of School Operations has issued an order to all principals and headmasters reasserting the right of SPCs to receive these reports.

OBJECTIVE

3. To determine whether the BPS is providing monthly and semi-annual reports by principals and community district superintendents to parent councils and other reasonable educational statistics and data analyses to the CPC.

QUESTIONS: What is the final format and schedule for the provision of data reports to the CPC by Boston for 1983-1984? What progress is being made over last year in the CPC receiving other supplementary reports and data from Boston?

■ FINDINGS

The required monthly and semi-annual reports are being received by the CPC. The Boston School System has made considerable progress in providing all requested and appropriate information to the CPC. (585) (603-605)

OBJECTIVE

4. To determine whether parents have participated in the evaluation of community district superintendents and principals, and in the screening and rating of administrative positions.

QUESTIONS: What changes did the CPC's subcommittee make in the instruments used for evaluating administrators? What is the status of the CPC's objection to the postponement of screenings for permanent community district superintendent positions?

■ FINDINGS

There has been little change in the status of parents' efforts to participate in the evaluation of school administrators. The CPC has yet to draft changes in the instruments used for evaluating administrators. Last year the CPC reported the inadequacy of existing instruments for the evaluation of principals and district superintendents. Presently, the CPC is reorganizing all of its subcommittees, and the work of the subcommittee originally assigned to draft new evaluation instruments has been delayed. (585-586)

The School Department has continued to postpone the screening and rating for permanent community superintendent positions and central office administrative positions. The CPC continues to object to these postponements. (607-617)

Also, the CPC has objected to the appointment of individuals to administrative positions by the School Committee without going through the screening and rating process.

BPS administrators report that often the CPC is not prepared to follow-up on its commitments, such as providing parents to serve on committees when the school department is ready to go ahead with major administrative tasks which require parent participation. This is cited as a problem which often delays the work of the school department. The CPC, on the other hand, reports that often the CPC staff is not notified by Boston of the formation of committees which require parent participation until the last moment. The CPC documents this assertion with a number of letters from Boston, which were received only a few days prior to the beginning of the rating process.

OBJECTIVE

5. To determine whether parents are participating in collective bargaining, the budget review process, major policy planning initiatives, and training of school department staff as provided by the November 8, 1982 Agreement.

QUESTIONS: Has the School Department all the necessary data requested by the CPC for informed decision-making in the collective bargaining process? What has been the outcome of the CPC's involvement in the collective bargaining process?

■ FINDINGS

A subcommittee of the CPC continues its involvement in the collective bargaining process, and the BPS has provided all requested data as well as technical assistance in understanding the issues involved. In addition, the CPC has taken a position regarding the teachers' contract that stresses the rights and protection of students. (586) (619-623)

OBJECTIVE

6. To determine whether: (a) all elections to parent councils have been conducted, (b) councils are

properly organized and meeting, and (c) council staff are racially balanced.

QUESTIONS: What is the level of parent participation in the CPC-SPC structure? Were elections conducted in the various schools? Are the SPCs meeting?

■ FINDINGS

There was a 24% increase (from 2199 to 2722) in the number of parents who attended the parent councils' elections this year over last year, and there was a 22% increase (from 795 to 972) in the number of parents elected to the councils. However, eight (8) schools have not conducted elections, and in twenty-seven (27) schools all of the parents in attendance were elected to the council. Elections in a number of schools have been rescheduled to take place during the day, so that parents will feel safe to enter some neighborhoods. (586-587) (624-627)

STUDENT ORGANIZATIONS

OBJECTIVE

1. To determine whether all activities provided under the Amalgamation Plan have taken place.

QUESTION: Has Boston created a structure to provide student representation to parent councils?

■ FINDINGS

All high schools that have operating school parent councils have elected student representatives to these councils. (630) (639)

QUESTION: What steps has Boston taken to help all middle and high schools create Communication Boards to replace the Racial-Ethnic Student Councils?

■ FINDINGS

It was recommended in the last Monitoring Report replace the inoperative Racial-Ethnic Student Councils in all middle and high schools with Fairness Committees, now referred to as Communication Boards. These boards would address not only school issues and grievances of a racial nature, but all school issues and grievances. These boards would consist of elected student representativs, as well as interested faculty, and would meet regularly with the headmaster of the school to discuss recommendations of the board. However, in order to implement this proposal, Boston must file a modification to the Amalgamation Plan. (630-631) (641-644)

Considerable progress has been made towards the implementation of Communication Boards in all high schools. The Student Affairs office is coordinating a pilot program, including training of Communication Board representatives and advisors, in ten of the seventeen high schools. These high schools are scheduled to have operating Communication Boards by March 1984, with the remaining high schools to receive training and then implement their Boards by October 1984. Similar plans need to be developed for all middle schools as well.

QUESTIONS: What steps has Boston taken to develop and implement uniform student council election standards? What was the level of student participation in the elections this fall? Where the level was low, what has been done to correct this?

■ FINDINGS

The Office for Student Affairs reported that all schools have elected student councils; however, some schools did not submit student council data to central administration. There was no data available on the level of student participation in the individual elections. Elections were in accord with guidelines established by the Student Affairs office. (629)

OBJECTIVE

2. To review the composition of the Boston Student Advisory Council, as well as the student councils in all middle and high schools.

QUESTION: Of those school identified as having disproportionate representation on student councils, what steps has the school taken to identify causes and provide solutions?

FINDINGS

Finally, all student organizations, including the Boston Student Advisory Council, that submitted data on student composition were found to have proper representation of racial and ethnic groups. Those schools that did not submit data will be reviewed for the coming report. (631) (634-638)

COMMENDATIONS

Student Organizations

The Student Affairs staff should be commended for their commitment and efforts to develop meaningful student organizations. All middle and high schools should be commended for having functioning student councils. Those schools that are participating in the pilot implementation of Communication Boards should be commended as well.

RECOMMENDATIONS

Parent Organizations

The monitors recommend that the CPC and local SPC's (with the support of BPS central administration) become more actively and directly involved in Chapter 636 proposal development and program implementation. It is an appropriate means by which parents can assume the responsibility for planning and promoting matters which are apt to facilitate racial harmony in schools. Although there are now provisions for parent participation in the 636 proposal development process, the participation by parents so far has not impacted upon the use of 636 funds (Chapter 636 guidelines call for parent participation in the development of proposals and the implementation of programs.) In addition, A Staff Report on Chapter 636 to the Board of Education which was submitted by the Bureau of School Programs calls for the development of a plan to ensure more

meaningful participation of parents in the planning of Chapter 636 programs; the Final Evaluation and Documentation Report of Chapter 636 Projects 1982 83, prepared by the School Department's Department of Budget Coordination, Office of External Grants, calls for a "more aggressive pursuit" of parental involvement in the Chapter 636 proposal development; and the CPC has reported that the lack of parent participation in the Chapter 636 program development and implementation continues to be a problem.

Student Organizations

In order for the Communication Board to replace the moribund Racial-Ethnic Student Councils as a part of the Amalgamation Plan, a request for modification must be made in the manner described in the Orders of Disengagement (December, 1982).

DISPUTE RESOLUTION

DISPUTE RESOLUTION

The dispute resolution process (section V of the December 22, 1982 Orders of Disengagement) was invoked on five occasions during the present monitoring period. In four instances, the complaints were initiated by Plaintiffs, with the remaining complaint initiated by Plaintiff-Intervenors. Four of the disputes were apparently resolved at the level of complaining party/defendant negotiations (Section V (c) of the Orders). The fifth dispute, involving the permanent appointment of a Senior Officer for Equal Educational Opportunity, was raised by Plaintiffs on July 11, 1983, and settled by Plaintiffs and the Boston Public Schools on August 30, 1983. Plaintiffs had requested State Board mediation on August 17, but the dispute was resolved before the mediation session took place.

MODIFICATIONS

MODIFICATIONS

The procedure for modification of outstanding desegregation orders (section VI of the Orders of Disengagement) was not invoked during the present monitoring period.